The Guide to the
National Civil Defence
Emergency Management Plan
2015

New Zealand Government

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The Guide to the National CDEM Plan 2015

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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 in the table below with the version details in the footer of each section.

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

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Summary of sections

Section 1. Introduction

Summary   CDEM planning is essential if the consequences of emergencies on people and communities are to be managed and reduced.

Contents   The section contents are:

Section 2. Hazards and risks

Summary   The *National CDEM Plan 2015* identifies core functions for national management of the consequences of 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 *CDEM Act 2002* and the *National CDEM Plan 2015* include any hazard that may result in an 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:

Section 3. Management of emergencies

Summary   The *CDEM Act 2002* and other legislation identify the statutory powers, structures, and arrangements that government uses to manage an emergency. The *CDEM Act 2002* places obligations on agencies to prepare for and manage emergencies effectively and efficiently.

Contents   The section contents are:

Section 4. General roles and responsibilities

Summary   The *CDEM Act 2002* and *National CDEM Plan 2015* 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 2002* and *National CDEM Plan 2015* in order to reduce the impact of an emergency and manage the consequences.

Contents   The section contents are:

Section 5. Ministry of Civil Defence & Emergency Management (MCDEM)

Summary   The Ministry of Civil Defence & Emergency Management (MCDEM) is responsible for administering the *CDEM Act 2002*. MCDEM provides leadership, strategic guidance, national coordination, and the facilitation and promotion of various key activities across the 4Rs of reduction, readiness, response, and recovery to achieve the purpose of the *CDEM Act 2002*.

Contents   The section contents are:

Section 6. Civil Defence Emergency Management Groups (CDEM Groups)

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

Contents   The section contents are:

Section 7. Clusters

Summary
Clusters in a CDEM context may consist of agencies from the same sector or organisational grouping that collectively work to reduce the impact of, and 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 coordinated manner. Clusters may be formed at local, regional, and national levels.

Contents
The section contents are:

Section 8. Emergency services

Summary
Emergency services comprise the New Zealand Police, New Zealand Fire Service, the National Rural Fire Authority, the rural fire authorities and health and disability services, that act together to plan for and respond to any emergency.

Contents
The section contents are:

Section 9. New Zealand Police

Summary
The New Zealand 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:

Section 10. Fire services

Summary   The New Zealand Fire Service (NZFS) is responsible for firefighting and other specialist functions including Urban Search and Rescue (USAR) during an emergency. Fire services more broadly include the National Rural Fire Authority, rural fire authorities, and other fire services or brigades, which have roles and responsibilities during response and recovery.

Contents   The section contents are:

Section 11. Health and disability services

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

Contents   The section contents are:

Section 12. New Zealand Defence Force

Summary   The New Zealand Defence Force (NZDF) is a support agency to lead agencies with responsibility for the management of emergencies.

Contents   The section contents are:

Section 13. Lifeline utilities

Summary
    Lifeline utilities are entities that provide infrastructure services to the community such as water, waste-water, transport, energy, and telecommunications. Lifeline utilities have responsibilities for planning and coordinating in a way which enables the continuation of these services in an emergency, with assistance from CDEM Groups, MCDEM, and other relevant government agencies and regulatory bodies.

Contents
    The section contents are:

Section 14. Welfare services

Summary
    Welfare services support individuals, families and whānau, and communities in being ready for, responding to, and recovering from emergencies. Welfare includes the following welfare services sub-functions: registration, needs assessment, inquiry, care and protection services for children and young people, psychosocial support, household goods and services, shelter and accommodation, financial assistance, and animal welfare.

Contents
    The section contents are:

Section 15. Building management

Summary

Buildings provide for safety, economic and social well-being, and lifeline utilities services. Building management in an emergency requires having coordinated readiness, response, and recovery arrangements in place that involve building owners, territorial authorities, CDEM Groups, agencies, and building professionals.

Contents

The section contents are:

Section 16. Science and research organisations

Summary

Knowledge, information, and advice services are provided to agencies and CDEM Groups by universities, Crown research institutes, private organisations, and international networks. Improving the coordination, promotion, and accessibility of science and research is fundamental to CDEM.

Contents

The section contents are:

Section 17. Reduction

Summary

Reduction involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.

Contents

The section contents are:

Section 18. 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 identified into their planning and processes.

Contents   The section contents are:

Section 19. Planning

Summary   Planning involves the proactive coordination of activities in the medium to long term, with the intention
             of achieving a unified effort towards a common objective.

Contents   The section contents are:

Section 20. Capability development

Summary   Capability development in the CDEM sector involves a comprehensive approach to growing and
             developing people to ensure they are effective in their roles. It is underpinned by evidence-based
             research and knowledge and a broad network of relationships, and is driven by the sector's vision,
             objectives, operational systems, and processes.

Contents   The section contents are:

Section 21. Exercising and testing

Summary   CDEM exercises are a core part of readiness and assist in identifying gaps and issues. The lessons identified are integrated into updated plans and procedures to improve the ability to respond to and recover from an emergency.

Contents   The section contents are:

Section 22. Monitoring and evaluation

Summary   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. Legislative requirements for monitoring and evaluation of CDEM in New Zealand are established in the *CDEM Act 2002.*

Contents   The section contents are:

Section 23. Public education and community engagement

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 consequences.

Contents   The section contents are:

Section 24. Response

Summary   Response involves actions taken immediately before, during, or directly after an emergency to save lives and property, and to help communities recover.

Agencies respond to emergencies by activating their own plans and coordinating their activities with other agencies to manage the consequences of the emergency.

Contents   The section contents are:

Section 25. National warnings and advisories

Summary   Warnings and advisories are used to advise agencies, authorities, and/or the public of threats, enabling them to take appropriate action.

Contents   The section contents are:

Section 26. National Crisis Management Centre (NCMC)

Summary   The National Crisis Management Centre (NCMC) is an all-of-government facility that can be used by MCDEM when it is the lead agency in emergencies. The NCMC can also be used by other lead agencies to coordinate national response arrangements.

Contents   The section contents are:

Section 27. Emergency information management

Summary   Information required for CDEM needs to be timely, relevant, consistent, reliable, and accessible.

Contents   The section contents are:

Section 28. 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:

Section 29. Logistics

Summary   Logistics is a key part of a successful response. It involves the provision of the right resources at the right time, in the right place, in the right quantities and in the right condition. All agencies leading and supporting a response should coordinate their logistics efforts to ensure that resources are managed in an effective and efficient manner, and directed to the areas of greatest need.

Contents   The section contents are:

Section 30. Mass evacuation

Summary   Mass evacuation may be necessary during an emergency, if the preferred option of sheltering people in place is not advisable. In order to minimise the impact on displaced people and the wider community, an evacuation must be well planned, with the community being kept informed and supported throughout the process.

Contents   The section contents are:

Section 31. 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 the National Security Committee of Cabinet (NSC), via the Officials Committee for Domestic and external Security Coordination (ODESC) system.

Contents   The section contents are:

Section 32. Recovery

Summary

Communities can be severely disrupted by emergencies, and recovering from the impacts of an emergency can be a complex process. Recovery generally seeks to minimise the consequences of an emergency, restore essential community services and functions, reduce future exposure to hazards and their risks, and regenerate and enhance community well-being.

Recovery starts as soon as possible during the response phase of an emergency, and continues well after an emergency has ceased. Recovery addresses community needs across the social, economic, natural, and built environments, in a holistic and coordinated manner.

Contents

The section contents are:

Section 33. Government financial support to local authorities

Summary

Specific government financial support to local authorities during or after an 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. Depending on the type of assistance being sought, the Minister of Civil Defence or Cabinet will identify and approve the overall appropriate mix of government financial support to be provided.

Contents

The section contents are:

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 appendix contents are:

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 2015.*

Contents   The appendix contents are:

Appendix 3. Agencies or clusters with roles and responsibilities in this Guide

Summary   The following agencies or clusters have roles and responsibilities set out in the *National CDEM Plan 2015* or the Guide. They are either mandated to fulfil these functions or are voluntary commitments to national CDEM arrangements.

Contents   The appendix contents are:

Preface

Contents   The section contents are:

Guide to the National CDEM Plan 2015

Background   This *Guide to the National Civil Defence Emergency Management Plan 2015* (the Guide) accompanies the *National Civil Defence Emergency Management Plan Order 2015* (the *National CDEM Plan 2015*).

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 2015*.

The Guide provides information on operational arrangements and additional information in support of the *National CDEM Plan 2015*[1].

The Guide includes:

- the wording of the *National CDEM Plan 2015*, as made by Order in Council

- operational information, such as explanations (including diagrams, figures, and tables), relevant operating procedures, and national policy, and

- references to other planning, operational arrangements, and guidelines.

National CDEM Plan 2015

The *National CDEM Plan 2015* is made under sections 39–47 of the *Civil Defence Emergency Management Act 2002* (*CDEM Act 2002*). It aims to integrate and align agencies' CDEM planning and related operational activities at the national level.

The inter-relationships (illustrated in **Figure 1**) between core CDEM agencies, other government departments and agencies, such as lifeline utility operators and non-government organisations, are aimed at supporting communities to manage emergencies. These relationships are underpinned by the *National CDEM Plan 2015*, Civil Defence Emergency Management Group (CDEM Group) Plans, and local arrangements (non-statutory planning and operating procedures) of local authorities, businesses, and service providers within communities.
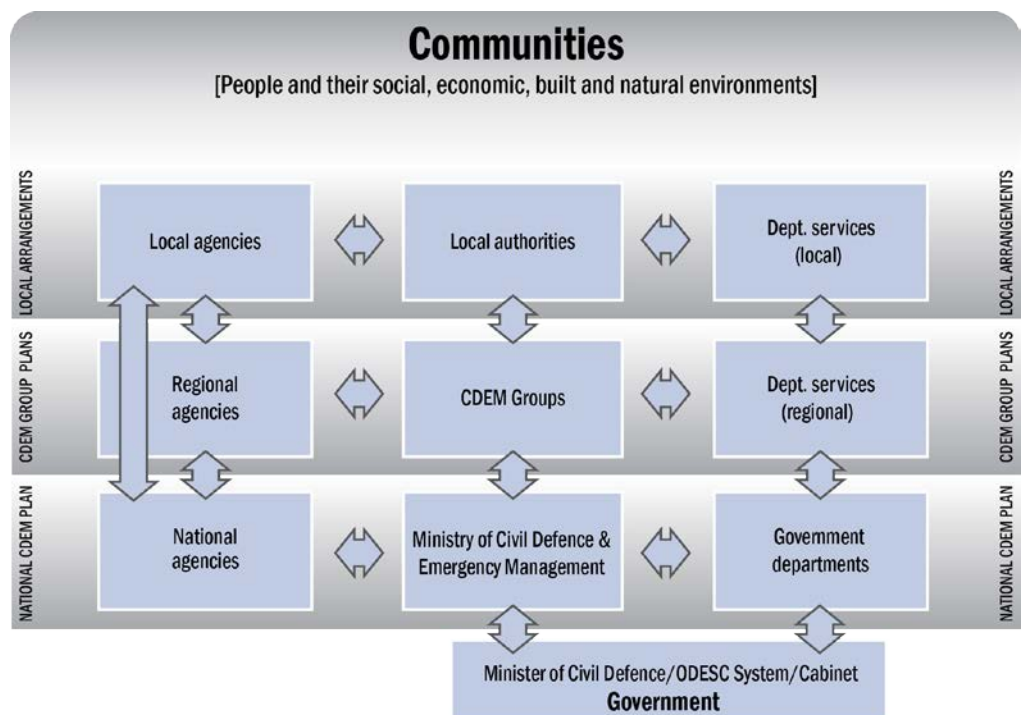
Figure 1: Inter-relationships between core CDEM agencies and other government departments and agencies who support communities to manage emergencies.

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[1]   The *National CDEM Plan 2015*, 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 2002*, it is referred to in the *National CDEM Plan 2015* and is approved by government.

The Guide comes into effect when the *National CDEM Plan 2015* is operative from 1 December 2015.

The *National CDEM Plan 2015* may remain in place for up to five years before review (*CDEM Act 2002*, 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 2015*.

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 CDEM, and
- resolution of gaps and weaknesses in CDEM arrangements as identified through operational exercises and actual emergencies.

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 action across the 4Rs (reduction, readiness, response, and recovery).

Format of the Guide

The Guide sections correspond to related clauses of the *National CDEM Plan 2015* that are 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 2** on the next page.

Each section of the Guide must be read as a whole, including the clauses from the *National CDEM Plan 2015*.

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), and
- appendices being used for information that may be updated regularly, such as contact lists.
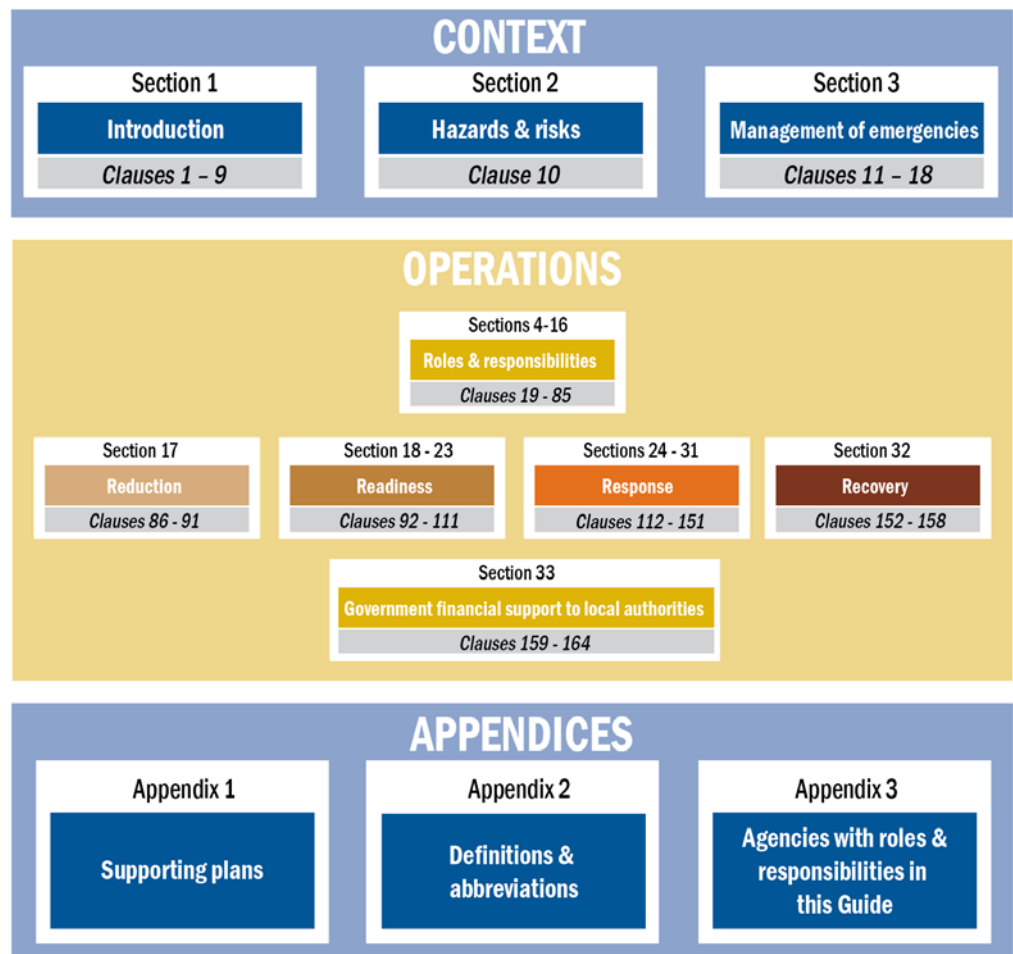
Figure 2: The Guide has 33 sections and three appendices organised into three parts (context, operations, and appendices). Each section of the Guide includes the relevant wording from the National CDEM Plan 2015 *in grey shaded boxes numbered by part and clause.*

Key abbreviations

The following key abbreviations are used throughout the Guide.

4Rs	Reduction, readiness, response, recovery
CDEM	Civil Defence Emergency Management
MCDEM	Ministry of Civil Defence & Emergency Management

See Appendix 2 for the full list of definitions and abbreviations used in both the *National CDEM Plan 2015* and this Guide.

Continued development of the Guide

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

MCDEM will amend the Guide to reflect CDEM 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 emailed at any time to NationalCDEM.Plan@dpmc.govt.nz. 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. The current Guide and individual sections can be located at www.civildefence.govt.nz (search for 'Guide to the National Civil Emergency Management Defence Plan').

Revisions

Date	Reason	No. of sections
November 2007	Technical/editorial	13
June 2009	Developments in CDEM, changes to relevant government policy, and technical/editorial.	All
June 2014	Technical/editorial	1
December 2015	Developments in CDEM, changes to relevant government policy, and technical/editorial.	All

1. Introduction

Summary

CDEM planning is essential if the consequences of emergencies on people and communities are to be managed and reduced.

Contents

The section contents are:

1.1 Status

1.1.1 Statutory review of the National CDEM Plan 2015

Section 46(1) of the *CDEM Act 2002* requires that the *National CDEM Plan 2015* be reviewed at least every five years from its commencement date.

The statutory review of the *National CDEM Plan 2015* will assess whether it is:

◆   achieving its objectives (clause 7 of the *National CDEM Plan 2015*)

◆   consistent with the *National CDEM Strategy* (section 39(2)(c) of the *CDEM Act 2002*)

◆   contributing to achieving the purposes of the *CDEM Act 2002* (section 3 of the *CDEM Act 2002*), and

◆   otherwise complies with the *CDEM Act 2002* and other relevant legislation.

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

1.2 Interpretation

Key terms used in the National CDEM Plan 2015

building has the same meaning as in sections 8 and 9 of the Building Act 2004

CDEM means civil defence emergency management

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

CIMS means New Zealand Coordinated Incident Management System

cluster means a group of agencies that interact to achieve common CDEM outcomes

DHB means a district health board established under section 19 of the New Zealand Public Health and Disability Act 2000

DPMC means the Department of the Prime Minister and Cabinet

ECC means an Emergency Coordination Centre, which is a facility that operates at the CDEM Group level to co-ordinate and support 1 or more EOCs that are activated within a group area in response to an emergency

EOC means an Emergency Operations Centre, which is a facility that operates at the agency, territorial authority, or unitary authority level and is used to manage the response to an emergency

fire services includes the fire service units maintained by the New Zealand Fire Service, the National Rural Fire Authority, rural fire authorities, airport rescue fire services, the 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

GNS Science means the Institute of Geological and Nuclear Sciences Limited

group area means the geographical area for which a CDEM Group is responsible

health and disability services means the disability support services, public health services, and personal health services as those terms are defined in section 6(1) of the New Zealand Public Health and Disability Act 2000

lead agency means the agency with the primary mandate for managing the response to an emergency, as specified in Appendix 1

Local Controller means a Local Controller appointed under section 27 of the Act

MCDEM means the Ministry of Civil Defence and Emergency Management

National CDEM Strategy means the National Civil Defence Emergency Management Strategy completed under section 31 of the Act

NCMC means the National Crisis Management Centre

New Zealand Police means the instrument of the Crown continued in existence by section 7(1) of the Policing Act 2008

NSC means the National Security Committee of Cabinet

NWCG means the National Welfare Coordination Group

ODESC means the Officials Committee for Domestic and External Security Coordination

ODESC system means the system of domestic and external security co-ordination

PHU means a Public Health Unit of a DHB

recovery office means a recovery office established at the local, CDEM, or national level

SCE means a sector co-ordinating entity that is an organisation, a group of sector representatives, or an individual agreed by a utility sector to provide a single point of contact to the NCMC or an ECC

support agency means any agency, other than the lead agency, that has a role or responsibilities during the response to an emergency

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

> *supporting plan* means a plan issued by the Director under section 9(3) of the Act in support of the arrangements set out in this plan
>
> **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
>
> **this plan** means the national civil defence emergency management plan
>
> **UNOCHA** means United Nations Office for the Coordination of Humanitarian Affairs
>
> (2)   The following terms have the same meaning as in section 4 of the Act: civil defence emergency management, Director, emergency, emergency services, Group Controller, hazard, lifeline utility, local authority, Minister, National Controller, national significance, Recovery Co-ordinator, risk, state of emergency, state of local emergency, state of national emergency, territorial authority, unitary authority.

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 (see The Guide).

1.4 Purpose of the National CDEM Plan 2015

> **Part 2**
>
> **Purpose and objectives of this plan**
>
> **4   Purpose of this plan**
>
> The purpose of this plan is to state the guiding principles and roles and responsibilities for CDEM across the 4 Rs at the national level so that all agencies and CDEM Groups are able to—
>
> (a)   understand the hazards and risks; and
>
> (b)   work to reduce those hazards; and
>
> (c)   build resilience in respect of those hazards; and
>
> (d)   build capability and capacity to provide co-ordinated, integrated, and effective responses to, and recovery from, emergencies.

1.5 Audience for the National CDEM Plan 2015

> **5   Audience of this plan**
>
> This plan is for agencies and CDEM Groups with roles and responsibilities in CDEM across the 4 Rs before, during, or after—
>
> (a)   a state of national emergency; or
>
> (b)   an emergency requiring co-ordination and support at the national level.

1.6 Scope of the National CDEM Plan 2015

6   *Scope of this plan*

This plan—

(a) *is a statement of the frameworks, objectives, principles, roles, and responsibilities across the 4 Rs that—*

(i)   *are in place on the date that this plan is made; and*

(ii) *apply across agencies and CDEM Groups; and*

(iii) *take account of existing statutory responsibilities of agencies and CDEM Groups across the 4 Rs to manage hazards and risks; and*

(b) *applies to any emergency requiring CDEM at a national level, including—*

(i)   *a state of national emergency; or*

(ii) *an emergency requiring co-ordination and support at the national level; and*

(c) *is supported by The Guide, which—*

(i)   *augments this plan; and*

(ii) *includes additional material that enables this plan; and*

(d) *may be amended in accordance with section 47 of the Act.*

1.7 Objectives of the National CDEM Plan 2015

7   *Objectives of this plan*

This plan has the following objectives:

(a) *objective A: establishes the context for CDEM at the national level, including the hazards and risks to be managed; and*

(b) *objective B: sets out a concept of operations for CDEM at the national level for any emergency; and*

(c) *objective C: outlines arrangements for the co-ordination of CDEM during a state of national emergency; and*

(d) *objective D: states the roles and responsibilities of agencies and CDEM Groups across the 4 Rs.*

1.8 Goals of the National CDEM Strategy

8   *Goals of National CDEM Strategy*

The National CDEM Strategy sets out the following 4

(a) *goal 1: increase community awareness, understanding, preparedness, and participation in respect of CDEM; and*

(b) *goal 2: reduce the risks from hazards to New Zealand; and*

(c) *goal 3: enhance New Zealand's capability to manage emergencies; and*

(d) *goal 4: enhance New Zealand's capability to recover from emergencies.*

1.9 Relationship of objectives of the National CDEM Plan 2015 to goals of National CDEM Strategy

9 Relationship of objectives of this plan to goals of National CDEM Strategy

(1) The objectives of this plan assist in giving effect to the goals of the National CDEM Strategy as follows:

(a) objective A of this plan relates generally to goals 1, 2, 3, and 4 of the National CDEM Strategy; and

(b) objectives B, C, and D of this plan relate to the achievement of goals 3 and 4 of the National CDEM Strategy.

(2) This plan is the primary means of improving the ability of government to manage an event of national significance.

The *National CDEM Strategy* provides the overall strategic direction for CDEM 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 2015* and Guide are two mechanisms that contribute to the goals of the *National CDEM Strategy*. Other mechanisms exist both within MCDEM[1], and across central and local agencies.

The *National CDEM Plan 2015* is aligned and integrated with a range of other strategies, policies, regulations, and programmes across central government. The *National CDEM Plan 2015* 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 2015*, CDEM Group Plans, the emergency management plans of other agencies, and other reduction mechanisms at the national and local level are illustrated in **Figure 1.1** (below). 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.

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[1] For example, mechanisms within MCDEM include the National CDEM Exercise Programme, the Public Education Programme, and CDEM support for other lead agency planning.

1.10 Relationship of the National CDEM Plan 2015 to other plans

Relationship with national CDEM supporting plans

The *National CDEM Plan 2015* and Guide are supported by three supporting plans issued by the Director of CDEM pursuant to section 9 of the *CDEM Act 2002*. Supporting plans developed by MCDEM are designed to operate within the framework and structures described in the *National CDEM Plan 2015*.

Supporting plans have been developed in response to the identification of a specific sector, hazard, or location-specific set of consequences that require additional planning.

The following supporting plans have been developed:

- *National Tsunami Advisory and Warning Plan [SP 01/09]*
- *Wellington Earthquake National Initial Response Plan [SP 02/10]*, and
- *National Civil Defence Emergency Management Fuel Plan [SP 03/12]*.

Lead agencies' hazard specific emergency plans

The *National CDEM Plan 2015* is used by MCDEM in its role as lead agency for the management of emergencies resulting from geological or meteorological hazards and infrastructure failures.

See Section 3, Management of emergencies for a list of other lead agencies that are required to have plans for the management of emergencies from relevant hazards.

When lead agencies other than MCDEM, are managing a response to an emergency using their emergency management plans,[2] the *National CDEM Plan 2015* and arrangements therein may be used in support of other lead agency plans.

Support agency planning

The *National CDEM Plan 2015* is strategically focused, and the Guide operationally focused, with an emphasis on what must be understood and done. They support, but do not otherwise replace or replicate, support agency planning and standard operating procedures.

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

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, non-government organisations, and community groups, are the primary means of delivering CDEM to communities within each CDEM 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 2015* and Guide provide support to CDEM Group arrangements. CDEM Group Plans and the *National CDEM Plan 2015* need to be aligned and integrated to enable national support. The Guide assists this process.

See *CDEM Group Planning Director's Guideline for Civil Defence Emergency Management Groups [DGL 09/15]* (www.civildefence.govt.nz – search for 'CDEM Group planning').

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[2] For example, the Ministry of Health as lead agency for an infectious human disease emergency using the *National Health Emergency Plan* (NHEP) and the *New Zealand Influenza Pandemic Action Plan* (NZIPAP).

1.11 References and links

Other documents
- *Civil Defence Emergency Management Act 2002* (www.legislation.govt.nz – search for all legislation by name)

- Department of Internal Affairs (2008) *National Civil Defence Emergency Management Strategy 2007*; ISBN 0-478-29453-0 (www.civildefence.govt.nz – search for 'National Civil Defence Emergency Management Strategy')

- Ministry of Civil Defence & Emergency Management (2009) (revised October 2010) *Tsunami Advisory and Warning Supporting Plan [SP 01/09]*; ISBN 978-0-478-43503-0 (www.civildefence.govt.nz – search for 'tsunami advisory')

- Ministry of Civil Defence & Emergency Management (2012) *National Civil Defence Emergency Management Fuel Plan [SP 03/12]*; ISBN 978-0-478-35561-1 (www.civildefence.govt.nz – search for 'fuel plan')

- Ministry of Civil Defence & Emergency Management (2010) *Wellington Earthquake National Initial Response Plan [SP 02/10]*; ISBN: 978-0-478-36801-7 (www.civildefence.govt.nz – search for 'wellington earthquake')

- Ministry of Civil Defence & Emergency Management (2015) *CDEM Group Planning Director's Guideline for Civil Defence Emergency Management Groups [DGL 09/15]*; ISBN 978-0-478-43506-1 (www.civildefence.govt.nz – search for 'CDEM Group planning')

- CDEM Group Plans (www.civildefence.govt.nz – search for 'CDEM Groups')

- Ministry of Health (2015) *National Health Emergency Plan*; ISBN 978-0-478-44887-0 (print) ISBN 978-0-478-44853-5 (internet) (www.health.govt.nz – search for 'NHEP')

- Ministry of Health (2010) *New Zealand Influenza Pandemic Plan: A framework for action*; ISBN 978-0-478-35907-7 (internet) (www.health.govt.nz – 'influenza pandemic plan')

- Ministry for Primary Industries (2003) *Tiakina Aotearoa Protect New Zealand: The Biosecurity Strategy for New Zealand*; ISBN 0-478-07764-5 (www.biosecurity.govt.nz – search for 'biosecurity strategy')

- Ministry for Primary Industries *Primary Sector Recovery Policy*. This Policy guides any additional central Government recovery assistance to severely impacted rural communities and individuals following adverse events, including natural disasters, severe weather, and biosecurity incursions. (www.mpi.govt.nz – search for 'adverse events')

- Maritime New Zealand (2014) *New Zealand Marine Oil Spill Response Strategy 2015-2019*; ISBN 978-0-478-44700-2 (www.maritimenz.govt.nz – search for 'marine oil spill strategy')

2. Hazards and risks

Summary

The *National CDEM Plan 2015* identifies core functions for national management of the consequences of 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 *CDEM Act 2002* and the *National CDEM Plan 2015* include any hazard that may result in an 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

Part 3
Hazards and risks

10   Hazards and risks to be managed at national level

(1)   This Part states the hazards and risks to be managed at the national level and this plan identifies the CDEM necessary at the national level to manage those hazards and risks.

(2)   The following hazards, either singularly or in combination, have the potential to cause emergencies that may require co-ordination or management at the national level:

    (a)   earthquakes:

    (b)   volcanic hazards:

    (c)   landslides:

    (d)   tsunamis:

    (e)   coastal hazards (including coastal erosion, storm surges, and large swells):

    (f)   floods:

    (g)   severe winds:

    (h)   snow:

    (i)   droughts:

    (j)   wild fires and urban fires:

    (k)   animal pests and diseases:

    (l)   plant pests and diseases:

    (m)   infectious human disease pandemics (including water-borne illnesses):

    (n)   infrastructure failure:

    (o)   hazardous substance incidents:

    (p)   major transport accidents:

    (q)   food safety incidents (for example, accidental or deliberate contamination of food):

    (r)   terrorism.

(3)   This plan may be used to address the consequences of an emergency arising from any hazard.

(4)   Understanding of the risks associated with specific hazards and event scenarios is based on assessments undertaken by CDEM Groups, agencies, and the science and research sector.

(5)   Possible consequences include—

    (a)   displaced, isolated, injured, ill, and deceased persons, psychosocial concerns, deterioration of community well-being, and other matters involving the welfare of people and animals:

    (b)   loss of lifeline utility services (for example, telecommunications, transport, energy, water, and waste water networks):

    (c)   damage to buildings and structures:

    (d)   direct and indirect economic losses, restrictions on commerce, migration and trade, and the impairment of financial systems:

    (e)   degradation of the ecological, physical, amenity, and heritage values of areas and resources.

(6)   The recommended risk management standard to be used as the basis for risk assessment and management in New Zealand is AS/NZS ISO 31000.2009.

(7)   This plan adopts a functional approach to the 4 Rs (across agencies and their activities) to cover any combination and scale of consequences arising from an emergency.

(8)   The co-ordination and resources necessary at the national level may vary depending on local management of the emergency.

(9)   Different lead agencies and emergency management planning arrangements may be mandated under other Acts.

(10) Pre-planning may be undertaken, and supporting plans may be developed, in support of this plan when the consequences are identified and response and recovery arrangements are considered necessary.

(11) The approach adopted in subclauses (7) and (8) acknowledges the existing and developing risk reduction measures and practices at the national, CDEM Group, and local levels.

(12) The identification and assessment of hazards and risks that require management under this plan are ongoing processes that include consideration of—

(a) new knowledge; and

(b) risks that vary over time; and

(c) the potential influence of climate change on hazards and risks.

(13) Each agency and CDEM Group should, to the extent that it relates to its role and responsibilities under this plan,—

(a) monitor the developments and evolving trends in hazards and risks and communities' vulnerability to them; and

(b) factor any changes into its planning and operational activities across the 4 Rs in accordance with—

(i) its duties under the Act; and

(ii) its roles and responsibilities under this plan; and

(iii) any other mandate under which it operates that supports achieving the goals of the National CDEM Strategy; and

(c) identify and implement measures and mechanisms to reduce the risks from hazards.

Note – Plan clause 10(8)

'Local management' includes emergencies managed at a local or coordinated at a regional level.

2.2 National risk assessment for hazards

New Zealand's prevalent hazards

The Department of the Prime Minister and Cabinet (DPMC), in support of the Committee of Officials for Domestic and External Security Coordination (ODESC), published the *National Hazardscape Report* in 2007. The report provides more information on the most prevalent hazards in New Zealand listed in clause 10(2) of the *National CDEM Plan 2015*. It also outlines the principal means by which those hazards are managed across the 4Rs.

Determining risks and the means to manage them

The *National CDEM Strategy* seeks comprehensive and integrated approaches to hazard and 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 emergencies 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 may present opportunities to further reduce risks.

Determining acceptable levels of risk, and how best to achieve this across the 4Rs, requires integrated and coordinated 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 (**Figure 2.1**).
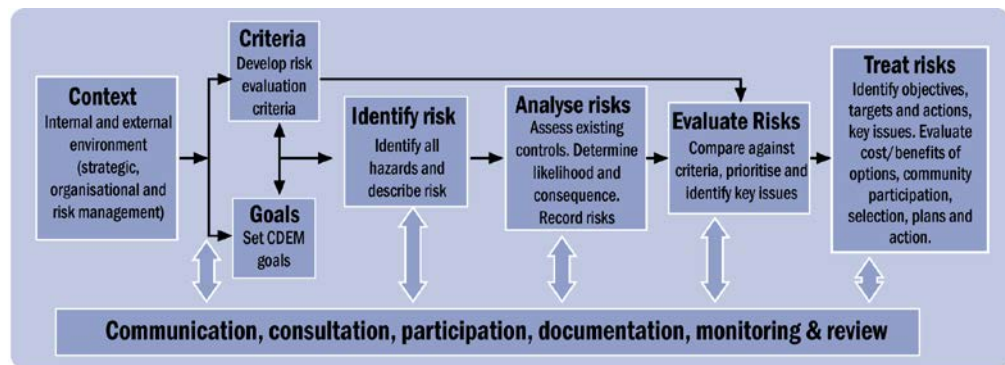
Adapted from:
AS/NZS 4360: 2004 Risk Management
SNZ HB 4360:2000 Risk Management for Local Government

Figure 2.1: The ISO 31000 Risk Management Standard has been adapted for CDEM practice.

The application of risk management at the national level extends beyond core CDEM arrangements. This application underlies the design, development, efforts, and implementation of risk management principles. This includes integrating legislation, policies, and services across central government and other sectors aimed at building individual, community, and societal resilience to hazards.

Sources of information on risk

Within this broader context, national CDEM planning is primarily concerned with risks that may lead to a state of national emergency or an emergency of national significance. Planning should include information from many sources including:

- CDEM Group risk assessments

- hazard and risk research of universities, Crown research institutes, and other organisations, and

- hazard and risk reports prepared by government agencies and the managers of strategic assets, such as lifeline utilities.

Coordination and integration of management

Agencies are mandated through legislation or expertise to manage emergencies arising from specific hazards (see clause 14 and Appendix 1 of the *National CDEM Plan 2015*). The lead agencies' hazard specific emergency plans are supported by CDEM planning arrangements. For example, an infectious human disease pandemic may result in interruptions to lifeline utilities services. CDEM planning allows for the management of the consequences of lifeline utilities failure, integrated with the arrangements of the Ministry of Health's *New Zealand Influenza Pandemic Action Plan*. Overall coordination, in support of the Government, is achieved by the ODESC system.

See Part 4, Management of Emergencies in the *National CDEM Plan 2015*.

2.3 National consequences to manage

Consequences related to the four environments

Those risks unable to be avoided or mitigated through reduction initiatives are managed through readiness, response, and recovery arrangements at both the national and local levels[1]. The *National CDEM Plan 2015* and Guide describe these arrangements at the national level.

Exactly what form each emergency may take is uncertain, and therefore CDEM planning must provide for the consequences of any likely event. See clause 10(5) of the *National CDEM Plan 2015* for a general description of these consequences, covering the four community environments (social, built, economic, and natural).

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[1] 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 (USAR) in the event of collapse (see Section 10, Fire services).

Each hazard may result in specific consequences that need to be planned for[2]. Planning includes defining and grouping agency roles and responsibilities, and developing consistent procedures for common functions, irrespective of the cause of the emergency. This planning supports an integrated 4Rs approach to hazard and risk management, in that well prepared and executed response and recovery arrangements will lessen the impacts of an event and maximise opportunities for further risk reduction.

When preparing their plans, CDEM Groups identify hazards and risks for which they may require the support of *National CDEM Plan 2015* arrangements, including support from other CDEM Groups, to manage an emergency. The criteria in **Table 2.1** (on the next page) are used to evaluate whether the consequences of any emergency may require management under the *National CDEM Plan 2015*.

Table 2.1: Hazard and risk evaluation criteria.

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 coordination.
Consequences of emergencies are likely to be of national significance.	Identified in accordance with the Director of CDEM's function under S.8(2)(b) of the *CDEM Act 2002*, or at the direction of the ODESC system.
Where a hazard or risk is generally managed at the national level and requires CDEM involvement.	The lead agency seeks the support of CDEM arrangements to address one or more consequences.

Climate change

Climate change may increase the likelihood and severity of weather and climate-related hazards listed in clause 10(2) of the *National CDEM Plan 2015*. In New Zealand, likely climate change impacts include:

- higher temperatures, more in the North Island than the South, (but still likely to be less than the global average)
- rising sea levels
- a change in rainfall patterns – higher rainfall in the west and less in the east, and
- more frequent extreme weather events, such as droughts (especially in the east of both main islands) and floods throughout New Zealand.

Adaptation to climate change means taking action to minimise risks and maximise opportunities resulting from climate change. Adaptation responses include actions to reduce the impacts of extreme weather events, and enhance the resilience of households, communities, businesses, and urban and rural environments.

Because climate change alters the risk associated with existing hazards, rather than introducing new types of hazards, the arrangements in the *National CDEM Plan 2015* are able to take account of climate change.

For more information on climate change and its implications for New Zealand, see the Ministry for the Environment website www.mfe.govt.nz.

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[2] For example, one consequence could be the mass displacement 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, public information, and welfare support (including the nine welfare service sub-functions, including registration, and emergency shelter and temporary accommodation).

2.4 References and links

Other sections of the Guide

- Section 1, Introduction
- Section 3, Management of emergencies
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 11, Health and disability services
- Section 25, National warnings and advisories

Other documents

- Officials' Committee for Domestic and External Security Coordination, Department of the Prime Minister and Cabinet (2007) National Hazardscape Report; ISBN 0-478-29455-7 (www.civildefence.govt.nz – search for 'hazardscape report')
- ISO 31000 Risk Management Standard (www.iso.org – search for '31000'), including:
  - *ISO 31000:2009, Risk management – Principles and guidelines* provides principles, framework and a process for managing risk.
  - *ISO Guide 73:2009, Risk management – Vocabulary* complements ISO 31000 by providing a collection of terms and definitions relating to the management of risk.
  - *ISO/IEC 31010:2009, Risk management – Risk assessment techniques* focuses on risk assessment. Risk assessment helps decision makers understand the risks that could affect the achievement of objectives as well as the adequacy of the controls already in place. *ISO/IEC 31010:2009* focuses on risk assessment concepts, processes, and the selection of risk assessment techniques.
- CDEM Group Plans (www.civildefence.govt.nz – search for 'CDEM Groups')
- Department of Internal Affairs (2008) National Civil Defence Emergency Management Strategy 2007; ISBN 0-478-29453-0 (www.civildefence.govt.nz – search for 'National Civil Defence Emergency Management Strategy')
- Ministry for the Environment website (www.mfe.govt.nz) for information on climate change in New Zealand

3. Management of emergencies

Summary   The *CDEM Act 2002* and other legislation identify the statutory powers, structures, and arrangements that government uses to manage an emergency. The *CDEM Act 2002* places obligations on agencies to prepare for and manage emergencies effectively and efficiently.

Contents   The section contents are:

3.1 States of emergency

State of national emergency

Part 4

Management of emergencies

States of emergency

11 **State of national emergency**

(1) *Section 66 of the Act authorises the Minister, under certain conditions specified in that section, to declare that a state of national emergency exists over the whole of New Zealand or any areas or districts.*

(2) *In the event that a state of national emergency is declared,—*

(a) *any state of local emergency then in force in the area to which the state of national emergency applies ceases to have effect; and*

(b) *the Director, or the National Controller in accordance with a delegation under section 10 of the Act, will co-ordinate, direct, and control the resources made available for CDEM.*

State of local emergency and other emergencies

12 **State of local emergency and other emergencies**

For any emergency, other than a state of national emergency, the arrangements in this plan may be used to support—

(a) *CDEM Groups during—*

(i) *an emergency of national significance; or*

(ii) *a state of local emergency declared under section 68 or 69 of the Act; or*

(iii) *any other emergency:*

(b) *a lead agency at the national level during an emergency where the MCDEM is not the lead agency (see Appendix 1).*

See *Declarations 2012, Director's Guideline for the CDEM sector [DGL 13/12]* for guidance on declaring states of emergency (www.civildefence.govt.nz – search for 'declarations').

3.2 System of Domestic and External Security Coordination (ODESC system)

ODESC system

Crisis management arrangements

13 **ODESC system**

(1) *The ODESC system is used by central government in the oversight and governance of national security issues, including during significant crises or security events where consequences of national significance warrant the co-ordination of all-of-government planning and prioritisation.*

(2) *The ODESC system—*

(a) *brings together information for Ministers, co-ordinates analysis and development of options, and assists decision making in Cabinet; and*

(b) *is collective without affecting the existing responsibilities of Ministers or agencies; and*

(c) *operates at 3 levels as follows:*

(i) *the NSC; and*

(ii) *the ODESC; and*

(iii) *watch groups and working groups of senior officials, as required.*

(3) *The NSC—*

(a) *is the key decision-making body of executive government for co-ordinating and directing national responses to major crises or circumstances affecting national security (either domestic or international); and*

(b) *is chaired by the Prime Minister; and*

(c) *has power to act where the need for urgent action or operational or security considerations require it.*

The ODESC	(4) *The ODESC—*
	(a) *is a group of senior officials; and*
	(b) *is chaired by the chief executive of the DPMC; and*
	(c) *is the strategic mechanism for co-ordinating an all-of-government response to events; and*
	(d) *supports Ministers in developing high-level strategic direction, policy, and priorities, and in authorising additional resources to deal with crises; and*
	(e) *exercises policy oversight and advises the Prime Minister, Cabinet, and, when activated, the NSC.*

The ODESC system and the National Security Committee of Cabinet (NSC) (illustrated in **Figure 3.1**) collectively form the government arrangements to oversee response and recovery management for any emergency requiring national management, coordination, or support. At the strategic level the arrangements do not vary, though arrangements at the operational level may vary depending on the lead agency and the emergency.

The operational arrangements for an emergency when MCDEM is the lead agency are set out in **Figure 3.2** on the next page. Alternatively, when an emergency is managed by another lead agency, MCDEM may support the lead agency by coordinating CDEM response and recovery activities.

The arrangements apply to managing a state of national emergency or supporting an emergency of national significance.[1]
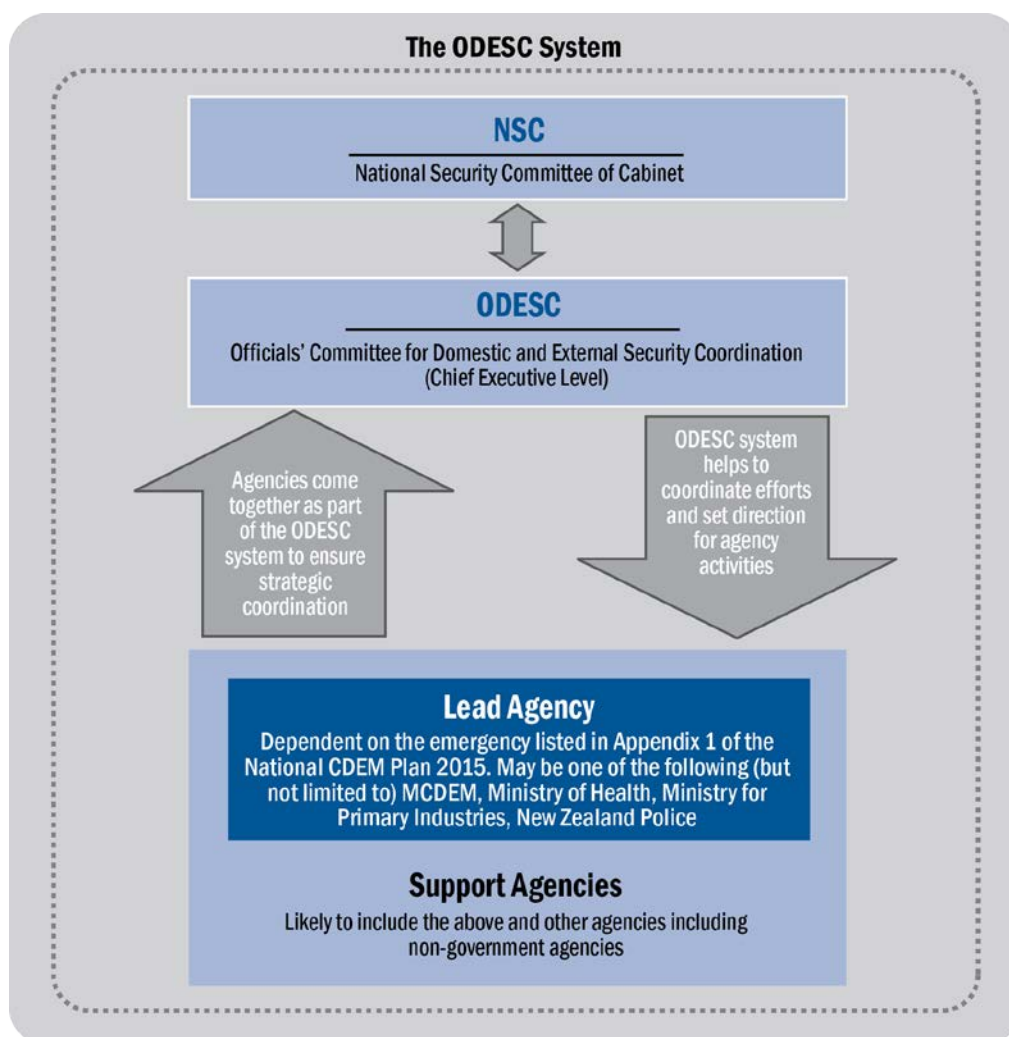
Figure 3.1: New Zealand's government crisis management arrangements.

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[1] 'National significance' is defined in the *CDEM Act 2002*.
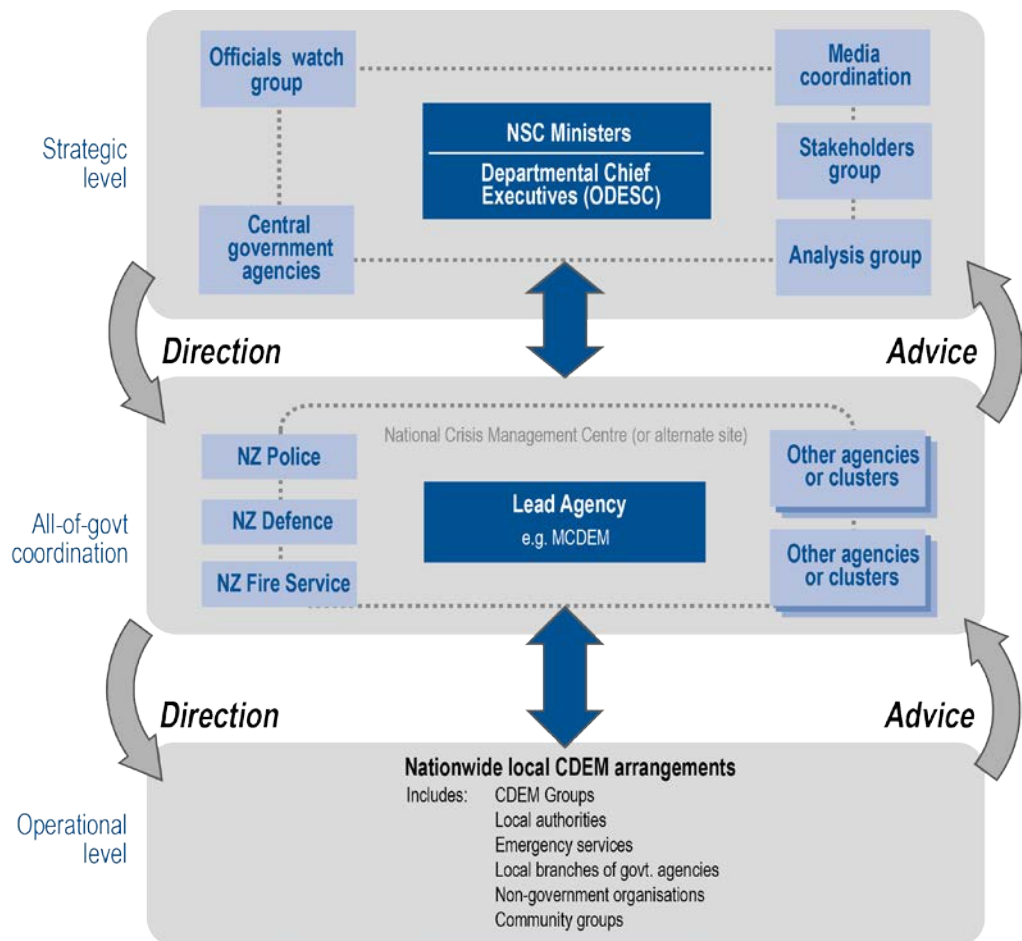
Figure 3.2: National crisis management model in an emergency for which MCDEM is the national lead agency.

3.3 Lead agency role in emergencies at the national level

A lead agency

14   **Lead agency role in emergencies at the national level**

(1)   *A lead agency is the agency with the primary mandate for managing the response to an emergency, and at the national level the lead agency's role is to—*

(a)   *monitor and assess the situation; and*

(b)   *plan for and co-ordinate the national response; and*

(c)   *report to the ODESC and provide policy advice; and*

(d)   *co-ordinate the dissemination of public information.*

(2)   *A lead agency—*

(a)   *should develop and maintain capability and capacity to ensure that it is able to perform its role; and*

(b)   *may draw on the advice and expertise of expert emergency managers in doing so.*

(3)   *The specific hazard, and its primary consequences to be managed in an emergency, determines which agency is the lead agency at the national level (lead agencies at the national and regional levels are listed in Appendix 1).*

List of lead agencies

Appendix 1 of the *National CDEM Plan 2015* (included on the next page) lists the agencies that are mandated through legislation or expertise to manage an emergency arising from specific hazards.

cls 12(b), 14(3), 21(1)

The following agencies are mandated through legislation or expertise to manage an emergency arising from the following listed hazards. Note: The role of the lead agency at the national level does not limit, is not in substitution for, and does not affect the functions, duties, or powers that other agencies and CDEM Groups may have in support of national-, CDEM Group-, and local-level management of an emergency.

Hazard	Lead agency at national level	Lead agency at local/regional level	Legislative powers used to manage response
Geological (earthquakes, volcanic hazards, landslides, tsunamis)	*MCDEM*	*CDEM Group*	*Civil Defence Emergency Management Act 2002*
Meteorological (coastal hazards, coastal erosion, storm surges, large swells, floods, severe winds, snow)	*MCDEM*	*CDEM Group*	*Civil Defence Emergency Management Act 2002*
Infrastructure failure	*MCDEM*	*CDEM Group*	*Civil Defence Emergency Management Act 2002*
Drought (affecting rural sector)	*Ministry for Primary Industries*	*Ministry for Primary Industries*	*Government policy*
Animal and plant pests and diseases (biosecurity)	*Ministry for Primary Industries*	*Ministry for Primary Industries*	*Biosecurity Act 1993 Hazardous Substances and New Organisms Act 1996*
Food safety	*Ministry for Primary Industries*	*Ministry for Primary Industries*	*Food Act 1981 Food Act 2014*
Infectious human disease (pandemic)	*Ministry of Health*	*District health board*	*Epidemic Preparedness Act 2006 Health Act 1956*
Wild fire	*National Rural Fire Authority*	*Rural Fire Authority Department of Conservation (conservation estate) New Zealand Defence Force*	*Forest and Rural Fires Act 1977 Conservation Act 1987 Defence Act 1990*
Urban fire	*New Zealand Fire Service*	*New Zealand Fire Service*	*Fire Service Act 1975*
Hazardous substance incidents	*New Zealand Fire Service*	*New Zealand Fire Service*	*Fire Service Act 1975 Hazardous Substances and New Organisms Act 1996*
Terrorism	*New Zealand Police*	*New Zealand Police*	*Crimes Act 1961 International Terrorism (Emergency Powers) Act 1987 Terrorism Suppression Act 2002*
Major transport accident	*New Zealand Police*	*New Zealand Police*	*Various*
Marine oil spill	*Maritime New Zealand*	*Regional council*	*Maritime Transport Act 1994*
Radiation incident	*Ministry of Health*	*New Zealand Fire Service*	*Radiation Protection Act 1965 Fire Service Act 1975*

Note – Plan clause Appendix 1, *Major transport accident*

At the national level, the lead agency may depend on the type and nature of the transport accident.

MCDEM as lead agency	*(4) The MCDEM, when it is the lead agency, is to use the arrangements in this plan in a manner that is consistent with the functions carried out and powers exercised by the Director and the National Controller under the Act.*

Lead agencies other than MCDEM	*(5) A lead agency, other than the MCDEM,—* *(a) is expected to co-ordinate the management of the emergency in accordance with its own emergency management plan and its statutory functions and powers; and* *(b) may use the provisions of this plan in support of its management of the consequences of the emergency if required.*

3.4 Support agency role in emergencies at national level

15 Support agency role in emergencies at the national level

(1) Each support agency should develop and maintain capability and capacity to ensure that it is able to perform its role.

(2) During the response to an emergency, when the MCDEM is the lead agency at the national level, each support agency is expected to—

(a) co-ordinate, directly or through established clusters, with the MCDEM to provide an integrated response; and

(b) provide a liaison officer to the NCMC to represent the relevant agency or cluster; and

(c) report to, and operate in accordance with the direction of, the National Controller; and

(d) manage its own response in support of the MCDEM.

(3) Particular agencies may be asked to be represented at the ODESC system level, to report to the ODESC on their respective areas of responsibility, and to respond to strategic direction from the ODESC.

(4) In an emergency managed at the national level by a lead agency other than the MCDEM, the MCDEM may act as a support agency to the lead agency and will—

(a) provide a liaison officer to the lead agency to facilitate advice and information transfers and to manage requests for operational activities related to CDEM; and

(b) undertake any other functions and activities as agreed with the lead agency; and

(c) provide NCMC facilities support to the lead agency.

3.5 Director of Civil Defence Emergency Management

16 Director

(1) The functions and powers of the Director are set out in sections 8 and 9 of the Act and, in relation to this plan, include responsibility for—

    (a) co-ordinating, for the purposes of CDEM, the use of resources made available under this plan; and

    (b) directing and controlling the resources available for CDEM during a state of national emergency; and

    (c) controlling the exercise of powers and the performance of functions and duties of CDEM Groups and Group Controllers during a state of national emergency; and

    (d) ensuring that the Minister and the ODESC are adequately briefed on the situation during an emergency; and

    (e) informing the Minister and the ODESC of assistance likely to be required for response and recovery operations; and

    (f) establishing processes under this plan that will allow the response to, and recovery from, an emergency to be given effect; and

    (g) advising the Minister on any special policies for implementing CDEM support; and

    (h) performing any functions under section 8 of the Act and exercising any powers under section 9 of the Act that are necessary to achieve the purpose of this plan.

(2) The Director is a member of the ODESC.

3.6 National Controller

17 National Controller

(1) The National Controller may—

    (a) be appointed by the Director under section 10(1) of the Act:

    (b) be delegated the Director's functions and powers specified in sections 8(2)(h) and 9(2)(a) of the Act for the purposes of dealing with a state of national emergency:

    (c) if no delegation has been made under section 10(1) of the Act, be the Director, who has all of the power conferred on the National Controller under the Act.

(2) If appointed, and delegated the powers and functions of the Director, a National Controller,—

    (a) during a state of national emergency, directs, controls, and co-ordinates, for the purposes of CDEM, the use of resources made available under this plan; and

    (b) during an emergency of national significance, co-ordinates national resources to support the local response; and

    (c) during an emergency managed by a lead agency other than the MCDEM, co-ordinates the CDEM activities in support of the response to that emergency.

(3) The National Controller ordinarily undertakes and exercises his or her functions and powers in an emergency from the NCMC.

(4) During a state of national emergency, the National Controller is able to—

    (a) deploy forward to the affected area to better control and direct the national response; or

    (b) deploy representatives forward to the affected areas.

(5) If the National Controller or representatives are deployed forward, there must be clear delineation of functions and responsibilities between the forward elements and those retained in the NCMC.

3.7 Group Controllers and Local Controllers

> **18   Group Controllers and Local Controllers**
>
> *Each CDEM Group—*
>
> *(a)   must, under section 26 of the Act, appoint by name or reference—*
>
>   *(i)   a suitably qualified and experienced person as Group Controller for its group area to carry out the functions under section 28 of the Act; and*
>
>   *(ii)   at least 1 suitably qualified and experienced person to perform the functions and duties and exercise the powers of the Group Controller on the occurrence of a vacancy in the office of Group Controller or in the absence from duty of the Group Controller; and*
>
> *(b)   may, under section 27 of the Act, appoint by name or reference 1 or more suitably qualified and experienced persons as Local Controllers.*

3.8 References and links

Other sections of the Guide	
	◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Section 9, New Zealand Police
	◆ Section 10, Fire services
	◆ Section 11, Health and disability services
	◆ Section 12, New Zealand Defence Force

Other documents	
	◆ Ministry of Civil Defence & Emergency Management (2012) *Declarations 2012, Director's Guideline for the CDEM sector [DGL 13/12]*; ISBN 978-0-478-35560-4 (www.civildefence.govt.nz – search for 'declarations')

4. General roles and responsibilities

Summary   The *CDEM Act 2002* and *National CDEM Plan 2015* 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 2002* and *National CDEM Plan 2015* in order to reduce the impact of an emergency and manage the consequences.

Contents   The section contents are:

4.1 General responsibilities

Maintenance of government	
Requirements of the CDEM Act 2002	
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 2002* and other legislation, including forming and maintaining CDEM Groups. **See** Section 6, Civil Defence Emergency Management Groups (CDEM Groups).
Emergency services	Emergency services with responsibilities under section 63 of the *CDEM Act 2002* and other legislation are covered in clauses 35-56 of *the National CDEM Plan 2015.* **See** Section 8, Emergency services; Section 9, New Zealand Police; Section 10, Fire services; and Section 11, Health and disability services.
Government departments	All government departments have obligations under section 58 of the *CDEM Act 2002.* Departments are defined by the *State Sector Act 1988.*
Lifeline utilities	Lifeline utilities with responsibilities under section 60 of the *CDEM Act 2002* are covered in clauses 57 – 61 of the *National CDEM Plan 2015* and schedule 1 of the *CDEM Act 2002.* **See** Section 13, Lifeline utilities.
Non-government organisations	Non-government organisations 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 non-government organisations.

4.2 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 coordinated at a CDEM Group or local authority level.

4.2.1 Categories of CDEM volunteers

Volunteer categories

There are three categories of volunteers in a CDEM context:

◆ CDEM-trained volunteers: have undergone official training provided or facilitated by CDEM organisations during readiness

◆ spontaneous volunteers: community members and groups who respond spontaneously to emergencies, and

◆ trained volunteers who are aligned to established organisations other than CDEM.

CDEM-trained volunteers

CDEM-trained volunteers are community members who have undergone official training through a CDEM organisation during readiness, and have reached a level of competency pre-determined by the CDEM organisation. Working effectively with CDEM-trained volunteers involves:

◆ training them in the appropriate skills

◆ providing opportunities for refreshing or up-skilling

◆ knowing their skills and interests so they can be assigned appropriately

◆ providing them with as many resources as practicable and appropriate, and

◆ including them in planning.

Spontaneous volunteers

Spontaneous volunteers are community members, who offer their services on the spur of the moment, as individuals or as groups, in response to an emergency.

Spontaneous volunteers bring community knowledge, enthusiasm, and energy. Although many will not have been trained in particular CDEM response skills, some may have CDEM-relevant experience or qualifications, such as:

◆ medical expertise (such as doctors, nurses, and veterinarians/veterinary technicians or paraprofessionals)

◆ organisational or people skills (such as events managers, teachers, caterers, and administrators)

◆ technical expertise (such as engineers, electricians, builders, plumbers, and IT or telecommunications experts), and

◆ practical skills (such as access to and expertise in the operation of CDEM-related equipment).

Spontaneous volunteer groups often emerge from pre-existing community groups, such as:

◆ faith-based groups

◆ marae, iwi, or culturally and linguistically diverse (CALD) community networks

◆ student organisations

◆ social groups or clubs

◆ sporting groups or clubs

◆ health or disability support/service organisations

◆ service organisations

◆ professional associations, and

◆ local businesses.

| Trained volunteers aligned to other organisations | Many organisations engage and train volunteers in skills relevant to CDEM. Working with these organisations is an integral part of preparing for emergencies. |

4.2.2 Responsibility of CDEM organisations in relation to volunteers

| Legislation relating to volunteers | There are several pieces of legislation that CDEM organisations need to comply with when they are working with volunteers, including: |

- *CDEM Act 2002*

- *Health and Safety at Work Act 2015*

- *Privacy Act 1993*

- *Employment Relations Act 2000*

- *Human Rights Act 1993,* and

- *Accident Compensation Act 2001.*

| Protection under the CDEM Act 2002 | The *CDEM Act 2002* 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 2002* 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, a Controller or Recovery Manager[1].

| Protection for spontaneous volunteers | CDEM organisations are not responsible for the actions of spontaneous volunteers who self-activate during an emergency response and operate under their own direction. |

However, if CDEM organisations choose to task spontaneous volunteers during a response, the provisions of compensation and protection from liability (s107-110) under the *CDEM Act 2002,* apply to those volunteers.

Each CDEM organisation needs to decide whether tasking spontaneous volunteers is right for them, and develop plans and processes accordingly.

| Protection under the Health and Safety at Work Act 2015 | The *Health and Safety at Work Act 2015* provides volunteer workers, defined in Section 19 of the Act, with the same coverage as workers. The CDEM organisation must ensure the health and safety of its workers, so far as is reasonably practicable. |

Volunteers who operate under the direction of CDEM are subject to this coverage, provided that:

- they are working with the knowledge and consent of the CDEM organisation

- the work they are doing is of a regular or ongoing nature, and

- the work is of an integral part of the business of the CDEM organisation.

Where volunteers are spontaneous volunteers rather than volunteer workers, the CDEM organisation must ensure, so far as is reasonably practicable and within their ability to influence and control, that the health and safety of its volunteers is not put at risk from the work of the CDEM organisation.

Both volunteer workers and spontaneous volunteers also have duties under the Act to take reasonable care for their own health and safety and that their actions do not adversely affect the health and safety of others, and must comply so far as they are reasonably able with the reasonable instructions of the CDEM organisation.

The *Health and Safety at Work Act 2015* will come into effect on 4 April 2016. Until that date the *Health and Safety in Employment Act 1992* remains in force and applies.

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

Obligations to volunteers	CDEM organisations are responsible for ensuring:

CDEM organisations are responsible for ensuring:

- CDEM-trained volunteers are aware of and understand their legal rights prior to an emergency

- tasked spontaneous volunteers have their legal rights explained to them when they register, or during their initial briefing, and

- information is available to non-tasked spontaneous volunteers, should they request it.

CDEM organisations need to have robust systems in place to support their volunteers both during and after declared and non-declared emergencies. This is an essential part of recognising the valuable contribution that volunteers make.

See the MCDEM publication *Volunteer Coordination in CDEM: Director's Guideline for Civil Defence Emergency Management Groups [DGL 15/13]* for more information on the coordination and management of volunteers (www.civildefence.govt.nz – search for 'volunteer coordination').

4.3 References and links

Other sections of the Guide

- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)

- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)

- Section 8, Emergency services

- Section 9, New Zealand Police

- Section 10, Fire services

- Section 11, Health and disability services

- Section 13, Lifeline utilities

- Section 14, Welfare services

Other documents

- Ministry of Civil Defence & Emergency Management (2013) *Volunteer Coordination in CDEM: Director's Guideline for Civil Defence Emergency Management Groups [DGL 15/13]*; ISBN 978-0-478-36806-2 (www.civildefence.govt.nz – search for 'volunteer coordination')

5. Ministry of Civil Defence & Emergency Management (MCDEM)

Summary

The Ministry of Civil Defence & Emergency Management (MCDEM) is responsible for administering the *CDEM Act 2002*. MCDEM provides leadership, strategic guidance, national coordination, and the facilitation and promotion of various key activities across the 4Rs of reduction, readiness, response, and recovery to achieve the purpose of the *CDEM Act 2002*.

Contents

The section contents are:

5.1 Introduction

Part 5

Role and Responsibilities

Ministry of Civil Defence & Emergency Management

21   Introduction

(1)   The MCDEM is the lead agency responsible for co-ordinating the management of emergencies resulting from various hazards (see Appendix 1), using the arrangements in this plan and the functions and powers of the Director and the National Controller under the Act.

(2)   The MCDEM may act as a support agency by co-ordinating the CDEM response to any emergency managed by another lead agency.

5.2 Objective

22   Objective

The objective of the MCDEM is to provide leadership, strategic guidance, national co-ordination, and the facilitation and promotion of various key activities across the 4 Rs to achieve the purpose of the Act.

5.3 Principles

23   Principles

The principles underlying the role of the MCDEM are to—

(a)   provide leadership and strategic direction for CDEM; and

(b)   provide co-ordination across a wide range of agencies and sectors, recognising that emergencies involve a multi-agency response; and

(c)   promote research initiatives that identify hazards and inform actions to reduce risks to communities; and

(d)   promote risk reduction strategies; and

(e)   promote hazard awareness and emergency preparedness in communities and organisations; and

(f)   provide planning and preparation for response and recovery; and

(g)   build capacity and capability—

(i)   to support, co-ordinate, and manage at the national level the response to, and recovery from, an emergency; and

(ii)   to adapt to changing demands; and

(h)   promote and support a means to enable a co-ordinated and holistic recovery from an emergency.

5.4 Role of MCDEM during reduction and readiness

24   Role of MCDEM during reduction and readiness

(1)   The functions of the Director under section 8 of the Act include carrying out reduction and readiness activities.

(2)   The MCDEM supports the Director in carrying out those activities and will—

(a)   contribute to the development of research, policy, regulation, frameworks, and guidance that facilitate understanding risk and the 4 Rs; and

(b)   promote and advocate reduction; and

(c)   plan for response and recovery; and

(d)   provide for public education; and

(e)   provide for capability development; and

(f)   carry out national CDEM exercises; and

(g)   monitor and evaluate preparedness and performance; and

(h) manage, develop, and maintain appropriate national response and recovery capability; and

(i) support agencies and CDEM Groups in undertaking their roles and responsibilities under the Act; and

(j) appoint, develop, and maintain key operational positions, including a National Controller, a National Recovery Manager, a National Public Information Manager, a National Welfare Manager, a National Lifeline Utility Co-ordinator, and operations, intelligence, planning, and logistics staff.

Reduction See Section 17, Reduction for a broad description of MCDEM's roles and responsibilities in reduction.

Readiness See the following sections for a more detailed description of MCDEM's roles and responsibilities during readiness: Section 18, Readiness; Section 19, Planning; Section 20, Capability development; Section 21, Exercising and testing; Section 22, Monitoring and evaluation; and Section 23, Public education and community engagement.

5.5 Role of MCDEM during response and recovery

25 Role of MCDEM during response and recovery

(1) The functions under section 8 of the Act include carrying out response and recovery activities.

(2) The MCDEM supports the Director and the National Controller in carrying out those activities and will—

(a) activate and co-ordinate national-level response and recovery activities from the NCMC or its recovery office; and

(b) support and co-ordinate CDEM Group response and recovery activities; and

(c) report to the ODESC and the Minister; and

(d) issue emergency management information, including national warnings and advisories, national situation reports, and national response and recovery action plans; and

(e) issue public information.

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

Recovery See Section 32, Recovery for more detail about MCDEM's roles and responsibilities during recovery.

5.6 References and links

Other sections of the Guide All sections of this Guide are relevant to the responsibilities and activities of MCDEM.

Other documents
- MCDEM Strategic Business Plan (www.civildefence.govt.nz – search for 'about the ministry')
- Ministry of Civil Defence & Emergency Management (2002) *Working Together: The Formation of CDEM Groups: Director's Guideline for Local Authorities and Emergency Services [DGL 1/02]*; ISBN 0–478–25454–7 (www.civildefence.govt.nz – search for 'formation of CDEM Groups')
- Ministry of Civil Defence & Emergency Management (2015) *CDEM Group Planning Director's Guideline for Civil Defence Emergency Management Groups [DGL 09/15]* (www.civildefence.govt.nz – search for 'CDEM Group planning')
- Ministry of Civil Defence & Emergency Management (2005) *Recovery Management: Director's Guidelines for CDEM Groups [DGL 4/05]*; ISBN 0–478–25465–2 (www.civildefence.govt.nz – search for 'recovery management')

- Ministry of Civil Defence & Emergency Management (2008) (Revised October 2014) *Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL 06/08]*; ISBN 978-0-478-43504-7 (www.civildefence.govt.nz – search for 'response management')

- Ministry of Civil Defence & Emergency Management (2013*) Public Information Management Director's Guideline for Civil Defence Emergency Management Groups [DGL14/13]*; ISBN 0-478-35572-7 (www.civildefence.govt.nz – search for 'public information management')

- Ministry of Civil Defence & Emergency Management (2015) *Logistics in CDEM Director's Guideline for Civil Defence Emergency Management Groups [DGL 17/15]*; ISBN 978-0-478-43505-4 (www.civildefence.govt.nz – search for 'logistics in CDEM')

- Ministry of Civil Defence & Emergency Management (2015) *Welfare Services in an Emergency Director's Guideline for Civil Defence Emergency Management Groups [DGL 11/15]*; ISBN 978-0-478-43513-9 (www.civildefence.govt.nz – search for 'welfare services in an emergency')

- Ministry for Civil Defence & Emergency Management (2015) *Response Planning Director's Guideline DGL [19/15]* ISBN 978-0-478-43512-2 (www.civildefence.govt.nz – search for 'response planning')

- Ministry of Civil Defence & Emergency Management (2014) Lifeline Utilities and CDEM, Director's Guideline for Lifeline Utilities and Civil Defence Emergency Management Groups [DGL 16/14]; ISBN 978-0-478-36808-6 (www.civildefence.govt.nz – search for 'Lifeline Utilities and Civil Defence Emergency Management Groups')

- Officials' Committee for Domestic and External Security Coordination (2014) *New Zealand Coordinated Incident Management System (CIMS) 2nd Edition*; ISBN 978-0-478-43500-9 (www.civildefence.govt.nz – search for 'CIMS')

6. Civil Defence Emergency Management Groups (CDEM Groups)

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

Contents   The section contents are:

6.1 Introduction

6.2 Objective

6.3 Principles

6.4 Role of CDEM Groups across 4Rs

Reduction, readiness, response and recovery

> **29   Role of CDEM Group across 4 Rs**
>
> *(1)   The functions of a CDEM Group, and of each member, are listed in section 17 of the Act.*
>
> *(2)   The functions aim to co-ordinate and support CDEM activities within the group area across the 4 Rs.*
>
> *(3)   For the purposes of this plan, the functions of each CDEM Group, and each member, are to—*
>
> > *(a)   identify the hazards and risks in its group area that may result in an emergency that requires national-level support and co-ordination; and*
> >
> > *(b)   undertake, where practicable, any actions to reduce hazards and risks in its group area that may require national-level support and co-ordination in an emergency; and*
> >
> > *(c)   establish the means within its group area, in line with national guidelines and in collaboration with its supporting agencies, to provide timely warning of hazards, and public information about them; and*
> >
> > *(d)   develop, maintain, and regularly review its capability for reduction, readiness, response, and recovery within its group area, and take part in relevant exercises under the National CDEM Exercise Programme; and*
> >
> > *(e)   appoint, develop, and maintain key operational positions, including Local Controllers and CDEM Group Controllers, Recovery Managers, Public Information Managers, Welfare Managers, Lifeline Utility Co-ordinators, and operations, intelligence, planning, and logistics staff.*
>
> *(4)   A CDEM Group may be requested or directed by the National Controller to activate its CDEM arrangements to the appropriate level, whether or not a state of emergency has been declared, in support of a response that is—*
>
> > *(a)   within its group area; or*
> >
> > *(b)   within the group area of another CDEM Group; or*
> >
> > *(c)   being managed by a lead agency other than MCDEM.*
>
> *(5)   During a state of national emergency, each CDEM Group is to give effect to the directions of the National Controller.*

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

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

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

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

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

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

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

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

The response and recovery capacity and capability of CDEM Groups comprises all the Group area's resources utilised during an emergency. This includes local authorities, emergency services, lifeline utilities, government agencies, contractors, volunteer and community groups, local response teams, and individual community members.
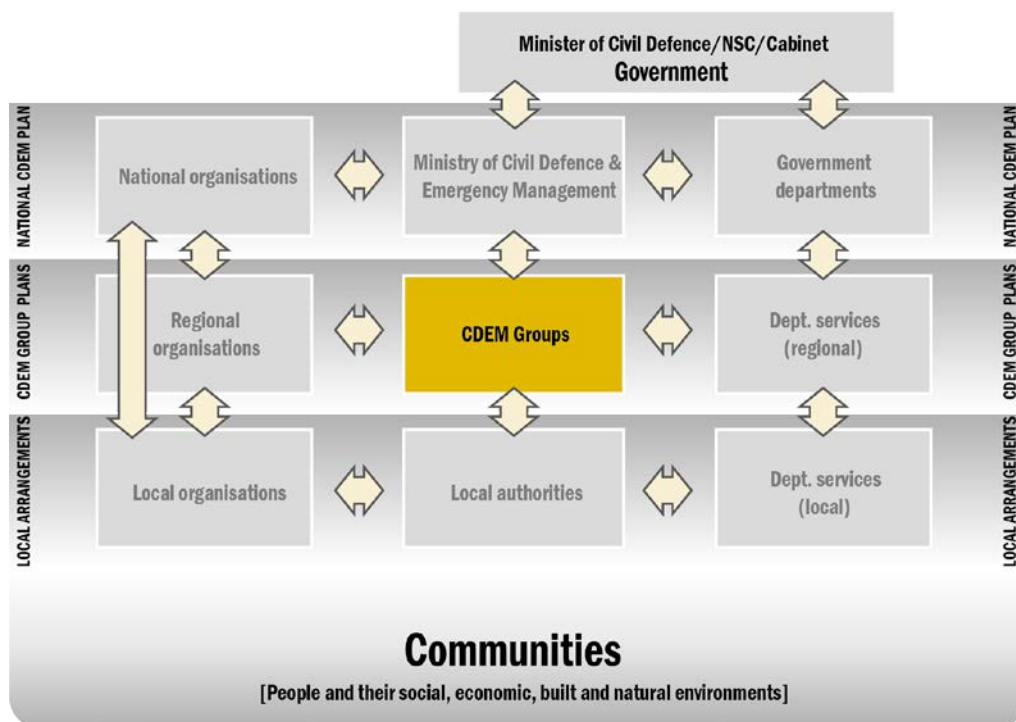
Figure 6.1: Key relationships of CDEM Groups and plans.

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

Constituent local authorities: regional council, territorial authorities, or unitary authorities

Administering authority

Provide resources

Group Participants

Emergency services

Lifeline utilities

Central govt. agencies

Researchers

Non-government organisations

Volunteer groups

Community groups

Others

CDEM Group
Elected Representatives

approve

Set direction

Coordinating Executive Group (CEG)
CEOs of local authorities, emergency services, and any person co-opted persuant to Section 20(1) of the CDEM Act 2002

guide

Tasking

CDEM Group Emergency Management Office (GEMO)
Local Emergency Management Offices (EMOs)
Professional services

administer

Produce services/products

Emergency Coordination Centres (ECCs)
Group Controller(s)   Group Recovery Manager(s)

Emergency Operations Centres (EOCs)
Local Controller(s)   Local Recovery Manager(s)

work to

CDEM Plan

Strategic direction

Goals, context, criteria

Hazards and consequences

Operational arrangements

Roles, tasks, resources

Administration

Monitoring and evaluation

Hazard and risk reduction

Communities
Emergency readiness, response & recovery activities

Figure 6.2: CDEM Group structure.

Variations in CDEM Group structure

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

- GEMO with no local Emergency Management Offices (EMOs) (includes unitary authorities)

- all or some of the EMOs reporting through the GEMO, rather than through territorial authorities

- pooling territorial resources to jointly provide all CDEM functions in the CDEM Group's region

- grouping EMOs under area offices over several local councils, and

- the CDEM Group contracting out provision of CDEM to a third party, who report directly to the CEG.

6.5 CDEM Group cooperation

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

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

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

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

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

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

6.6 Reduction, readiness, response and recovery

6.6.1 Reduction and readiness

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

- identifying potential hazards and risks (likelihood and consequences) in each region
- identifying the vulnerability characteristics of communities[2]
- 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 agencies[3]
- ensuring that the sharing of the multi-agency capacity and capability in a region are known, understood and pre-negotiated, and
- planning by all agencies on how the multi-agency resources are to be deployed and coordinated in the event of an emergency.

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[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 CDEM knowledge and skills.

6.6.2 Response

Response principles

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

- each local authority and partner agency within a CDEM Group is individually responsible for planning its own continuity in respect of emergencies

- local authorities and emergency services will have pre-planned and agreed coordination arrangements that enable each agency to fulfil its function in an integrated and complementary manner within the CDEM Group area

- the response principles have been developed cooperatively between all partners

- CDEM Groups have the capability to carry out response and recovery tasks, and

- CDEM Groups will maintain links to the business community, especially providers of lifeline utility services, to encourage individual and cooperative risk management.

New Zealand Response Teams

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

Response teams consist of community volunteers supported by, and accountable to, a specific local authority or parent organisation. They are familiar with their community, and are deployed by either a Local Controller or the CDEM Group Controller with their tasking directed by the Controller.

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

See the MCDEM publication *Guidance for Establishing and Operating New Zealand Response Teams (NZ-RTs) Director's Guidelines for the CDEM Sector [DGL12/12].*

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 and may be further assigned to assist another responding agency (i.e. fire services).

6.6.3 Recovery

CDEM Groups are responsible for developing the recovery arrangements for their area or responsibility. It is important that recovery starts at the same time as response, ensuring that response arrangements can be effectively transitioned to recovery.

See Section 32, Recovery.

6.7 References and links

Other sections of the Guide

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

Other documents

- Ministry of Civil Defence & Emergency Management (2002) *Working Together: The Formation of CDEM Groups: Director's Guideline for Local Authorities and Emergency Services [DGL 1/02]*; ISBN 0–478–25454–7 (www.civildefence.govt.nz – search for 'formation of CDEM Groups')

- Ministry of Civil Defence & Emergency Management (2015) *CDEM Group Planning Director's Guideline for Civil Defence Emergency Management Groups [DGL 09/15]* (www.civildefence.govt.nz – search for 'CDEM Group planning')

- Ministry of Civil Defence & Emergency Management (2005) *Recovery Management: Director's Guidelines for CDEM Groups [DGL 4/05]*; ISBN 0–478–25465–2 (www.civildefence.govt.nz – search for 'recovery management')

- Ministry of Civil Defence & Emergency Management (2008) (Revised October 2014) *Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL 06/08]*; ISBN 978-0-478-43504-7 (www.civildefence.govt.nz – search for 'response management')

- Ministry of Civil Defence & Emergency Management (2012) *Guidance for Establishing and Operating New Zealand Response Teams (NZ-RTs) Director's Guidelines for the CDEM Sector [DGL12/12]*; ISBN 978-0-478-35563-5 (www.civildefence.govt.nz – search for 'guidance for establishing response teams')

- Ministry of Civil Defence & Emergency Management (2013) *Public Information Management Director's Guideline for Civil Defence Emergency Management Groups [DGL14/13]*; ISBN 0-478-35572-7 (www.civildefence.govt.nz – search for 'public information management')

- Ministry of Civil Defence & Emergency Management (2015) *Logistics in CDEM Director's Guideline for Civil Defence Emergency Management Groups [DGL 17/15]*; ISBN 978-0-478-43505-4 (www.civildefence.govt.nz – search for 'logistics in CDEM')

- Ministry of Civil Defence & Emergency Management (2015) *Welfare Services in an Emergency Director's Guideline for Civil Defence Emergency Management Groups [DGL 11/15]*; ISBN 978-0-478-43513-9 (www.civildefence.govt.nz – search for 'welfare services in an emergency')

- Ministry for Civil Defence & Emergency Management (2015) *Response Planning Director's Guideline DGL [19/15]* ISBN 978-0-478-43512-2 (www.civildefence.govt.nz – search for 'response planning')

- Ministry of Civil Defence & Emergency Management (2014) *Lifeline Utilities and CDEM, Director's Guideline for Lifeline Utilities and Civil Defence Emergency Management Groups [DGL 16/14]*; ISBN 978-0-478-36808-6 (www.civildefence.govt.nz – search for 'Lifeline Utilities and Civil Defence Emergency Management Groups')

- New Zealand Fire Service website (www.fire.org.nz – search for 'USAR')

7. Clusters

Summary

Clusters in a CDEM context may consist of agencies from the same sector or organisational grouping that collectively work to reduce the impact of, and 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 coordinated manner. Clusters may be formed at local, regional, and national levels.

Contents

The section contents are:

7.1 Introduction

<table>
<tr><td>

Part 5
Roles and responsibilities
Clusters

30 Introduction

(1) A cluster is a group of agencies, either within or across sectors, that interact to achieve common outcomes, including the performance of a function or related functions.

(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.

</td></tr>
</table>

Common goals

A CDEM cluster is a group of agencies that interact to achieve common CDEM outcomes across the 4Rs in a coordinated manner.

Clusters seek to strengthen existing multi-agency coordination by:

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

Benefits of a cluster

An integrated cluster environment and coordinated 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 management of interdependencies
- efficient service delivery and service restoration in emergencies, and
- being able to demonstrate their capacity to provide services during an emergency.

MCDEM may provide facilitation and support for cluster development[1].

Sector Coordinating Entities

Under the *National CDEM Plan 2015* (Clause 2((1)), Sector Coordinating Entities (SCEs) means-

"a sector co-ordinating entity that is an organisation, a group of sector representatives, or an individual agreed by a utility sector to provide a single point of contact to the NCMC, or an ECC".

The purpose of SCEs is to provide for pre-planned sector coordination through a single point of contact for each lifeline sector in the event of a major emergency.

SCE representatives may be part of a cluster, which can be established to assist with emergency response and recovery (see section 7.4).

See Section 13, Lifeline utilities for more detail about SCEs.

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[1] For further information see *A Cluster Approach for Civil Defence Emergency Management: Enhancing multi-agency relationships* (www.civildefence.govt.nz – search for 'a cluster approach').

7.2 Objective

31 Objective

The objective of a cluster is to provide co-ordination across agencies to carry out a function or related functions across the 4 Rs, including—

(a)   joint planning; and

(b)   establishing and maintaining inter-agency communications; and

(c)   providing access to shared resources; and

(d)   avoiding duplication.

7.3 Principles

32 Principles

The principles underlying the role of clusters are to—

(a)   operate in a co-ordinated multi-agency environment; and

(b)   form clusters at the national level (but also at the CDEM Group and local levels where appropriate); and

(c)   be flexible (with agencies able to join, exit from, or merge with clusters, for the purpose of enhancing arrangements, while allowing the overlapping of functions or membership where appropriate); and

(d)   determine their own membership; and

(e)   organise themselves, including establishing their internal management structures, co-ordinators, and emergency management plans; and

(f)   develop and exercise liaison at the appropriate level of operation with local EOCs, ECCs, or the NCMC.

7.4 Currently-formed clusters

33 Currently-formed clusters

Currently formed clusters include—

(a)   transport providers; and

(b)   telecommunications providers; and

(c)   lifeline utilities; and

(d)   welfare services; and

(e)   public information providers; and

(f)   science and research providers; and

(g)   international assistance providers; and

(h)   the visitors sector; and

(i)   search and rescue.

Examples of existing clusters

Examples of existing national clusters include:

- ◆ **Emergency services**: See Section 8, Emergency services; Section 9, New Zealand Police; Section 10, Fire services; and Section 11, Health and disability services.

- ◆ **Lifelines Groups:** Lifeline utility representatives collaborate with scientists, emergency managers and other professionals in regionally-based Lifelines Groups. Members of the Groups exchange information and support collective projects to reduce infrastructure outage risks and to promote readiness for emergency responses when outages occur. In these ways, the Lifelines Groups support member utilities in meeting their obligations under section 60 of the *CDEM Act 2002.* **See** Section 13, Lifeline utilities for a description of lifeline utility obligations.

- ◆ **Welfare:** The National Welfare Coordination Group is a cluster comprising agencies responsible for coordinating welfare services. It is led by MCDEM. Welfare Coordination Groups exist at the CDEM Group level. **See** Section 14, Welfare services for a description of these clusters.

- ◆ **Health:** Government health agencies, District Health Boards (DHBs), Public Health Units (PHUs) and land and air ambulance services, operate as a cluster in support of CDEM. **See** Section 11, Health and disability services for a description of this cluster.

- ◆ **Transport:** The Transport Emergency Management Coordination Group (coordinated by the Ministry of Transport) considers all strategic transport arrangements (land, sea, air) in support of CDEM. **See** Section 13, Lifeline utilities for more information.

- ◆ **Telecommunication:** Telecommunications Emergency Forum promotes the continuity of telecommunications services in New Zealand by providing a forum for discussion of telecommunication issues relating to emergency preparation and maintaining a well-functioning intra-industry communications capability to aid emergency response.

- ◆ **Tourism:** The Visitor Sector Emergency Advisory Group (VSEAG) includes tourism industry bodies and government agencies active in the visitor sector, which collectively plan a response for the impacts of an emergency on international visitors to New Zealand. They will work to mobilise the sector's resources to assist with national and local responses to emergencies.

- ◆ **Search and rescue:** The New Zealand Search and Rescue (NZSAR) Council has a mandate from the New Zealand government to provide strategic leadership to the search and rescue sector.

VSEAG

The purpose of the VSEAG is to support New Zealand's crisis management arrangements by contributing and coordinating visitor sector situation information, expertise, advice and resources for the lead agency and other response clusters to support the national emergency response.

Specifically the VSEAG's role in an emergency involving international visitors to New Zealand is to:

- ◆ provide consistent, timely, fit for purpose and accurate visitor sector information and advice to relevant stakeholders

- ◆ mobilise visitor sector networks and resources to ensure they can be effectively used for the emergency response, where/as required

- ◆ identify key issues affecting visitors (current and intending) and the visitor sector, determining key priority actions to address these issues and ensure they are dealt with by the lead agency and/or the appropriate response clusters, and

- ◆ minimise economic loss to the visitor sector, for example by pre-empting cancellations, re-routing itineraries and offering transfers as required.

The VSEAG fulfils its roles through the development, maintenance and implementation of the VSEAG Plan.

NZSAR Council

The NZSAR Council provides national strategic governance and leadership to New Zealand search and rescue. In keeping with the Council's high level strategic function, its membership is drawn from the Chief Executives of the Ministry of Transport (chair), New Zealand Police, New Zealand Defence Force, Maritime New Zealand, the Civil Aviation Authority, and the Department of Conservation.

The responsibility for the operational coordination of search and rescue operations (SAROPs) rests with one or the other of the two Coordinating Authorities, New Zealand Police, or the Rescue Coordination Centre New Zealand (RCCNZ). The Coordinating Authorities work in close cooperation where necessary, and coordinate the activities of the many organisations in the search and rescue sector that provide people, aircraft, vessels and other forms of transport in response to a search and rescue event.

The field operations, i.e. the actual search and rescue response activities, are carried out by a host of organisations and groups. Most of these organisations are represented on the NZSAR Consultative Committee.

Search and rescue organisations (such as Coastguard, LandSAR, Surf Life Saving) are available to assist during emergencies. They can be tasked via the local New Zealand Police search and rescue Coordinators.

7.5 Cluster chairpersons

33   Cluster chairpersons

(1)   Each cluster is expected to select one of its members to be the chairperson and secretariat for the cluster.

(2)   As the chairperson, the selected member is responsible for bringing together the emergency management planning for the cluster.

(3)   As the secretariat, the selected member is responsible for giving administrative support, distributing information, and working as a clearing house.

7.6 References and links

Other sections of the Guide

- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 8, Emergency services
- Section 9, New Zealand Police
- Section 10, Fire services
- Section 11, Health and disability services
- Section 13, Lifeline utilities
- Section 14, Welfare services
- Section 31, International assistance for New Zealand

Other documents

- Ministry of Civil Defence & Emergency Management, *A Cluster Approach for Civil Defence Emergency Management: Enhancing multi-agency relationships* (www.civildefence.govt.nz – search for 'a cluster approach')
- Ministry of Civil Defence & Emergency Management (2014) *Director's Guideline for Lifeline Utilities and Civil Defence Emergency Management Groups [DGL 16/14]*; ISBN 978-0-478-36808-6 (www.civildefence.govt.nz – search for 'Lifeline Utilities and Civil Defence Emergency Management Groups')
- Ministry of Civil Defence & Emergency Management (2015) *Welfare Services in an Emergency Director's Guideline for Civil Defence Emergency Management Groups [DGL 11/15]*; ISBN 978-0-478-43513-9 (www.civildefence.govt.nz – search for 'welfare services in an emergency')

8. Emergency services

Summary

Emergency services comprise the New Zealand Police, New Zealand Fire Service, the National Rural Fire Authority, the rural fire authorities and health and disability services, that act together to plan for and respond to any emergency.

Contents

The section contents are:

8.1 Introduction

8.2 Principles

8.3 Operational arrangements

Emergency Services Coordinating Committee (ESCC)

The Emergency Services Coordinating Committee (ESCC) comprises representatives from emergency services partners. The purpose of the ESCC is to establish relationships, determine methods of control and coordination across agencies, and generally develop a shared readiness to enable a coordinated response in an emergency.

The membership of an ESCC includes a senior Police employee, and may have representatives from:

- local fire and ambulance services
- CDEM Group Controller
- CDEM regional and local Emergency Management Officers (EM Officers)
- organisations assisting with resources or expertise, and
- other agencies with roles and responsibilities during response as per the *CDEM Act 2002*.

Operational arrangements

- **New Zealand Police**: to view the arrangements of the New Zealand Police, **see** Section 9, New Zealand Police.
- **Fire services:** to view the arrangements of the fire services, **see** Section 10, Fire services.
- **Health and disability services**: to view the arrangements of the Ministry of Health, District Health Boards (DHBs), Public Health Units (PHUs) and land and air ambulance emergency service providers **see** Section 11, Health and disability services.

8.4 References and links

Other sections of the Guide

- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 9, New Zealand Police
- Section 10, Fire services
- Section 11, Health and disability services

9. New Zealand Police

Summary   The New Zealand 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:

9.1 Introduction

9.2 Objective

9.3 Principles

In addition to the principles outlined above, the New Zealand Police also have responsibilities under the emergency services principles in Section 36 of the *National CDEM Plan 2015*. The overarching emergency services principle is to "ensure that planning encompasses the 4Rs and enables an effective response to all emergencies".

The powers of the New Zealand Police, including those in the *CDEM Act 2002*, are summarised in section 9.5.1 on page 5.

9.4 Role of New Zealand Police during reduction and readiness

40 Role of Police during reduction and readiness

(1) The New Zealand Police maintain business continuity plans to ensure that critical New Zealand Police functions can continue during an emergency.

(2) Those plans identify key risks, prioritise business, plan for the continuance of critical business, and provide for the redeployment of staff in support of other districts.

(3) New Zealand Police emergency and command planning forms the basis for New Zealand Police operations, including action in a state of emergency, and refers to and integrates with CDEM plans at national, CDEM Group, and local levels.

(4) The New Zealand Police participate in multi-agency emergency management planning and exercises contributing to a co-ordinated response using the CIMS.

(5) New Zealand Police emergency management plans also provide for—

(a) early control of the scene of an emergency, co-ordinating essential services, preserving life, and protecting property; and

(b) the establishment of a New Zealand Police operations headquarters; and

(c) the callout of sufficient personnel to meet New Zealand Police requirements; and

(d) basic procedures for dealing with an emergency, including alerting and liaising with other emergency services; and

(e) liaison at the appropriate level of the response with other elements.

(6) The New Zealand Police regularly test and exercise response arrangements and participate in the National CDEM Exercise Programme.

Note – Plan clause 40(3)

CDEM and New Zealand Police should ensure their plans are integrated as per clause 40(3) of the *National CDEM Plan 2015*.

Note – Plan clause 40(5)(e)

In this context 'elements' includes agencies.

Readiness New Zealand Police will work with CDEM Groups and local authorities to ensure community awareness of hazards and risks (for example, tsunami or flooding threats).

CDEM Group 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 New Zealand Police:

– prior to the declaration of a state of emergency (this may include Police liaison with CDEM Groups before an emergency), and

– during a state of emergency (this may include arrangements for continuous police liaison at an Emergency Coordination Centre (ECC) or Emergency Operations Centre (EOC), and contact arrangements with the Police District Commander, or nominee).

9.5 Role of New Zealand Police during response and recovery

Role in response and recovery

41 Role of Police during response and recovery

(1) The role of the New Zealand Police during the response to and recovery from an emergency is to—

(a) maintain the functions of the New Zealand Police as outlined in section 9 of the Policing Act 2008 and the Act; and

(b) assist with the dissemination of warning messages; and

(c) assist the movement of rescue, medical, fire, and other essential services; and

(d) co-ordinate movement control over land, including communications and traffic control; and

(e) conduct category I search and rescue operations; and

(f) support category II search and rescue operations; and

(g) carry out disaster victims identification; and

(h) control access to and within an affected area so as to assist rescue, medical, fire, and other essential services; and

(i) conduct any initial evacuations to ensure protection of life; and

(j) co-ordinate inquiries to assist family, whānau, and next of kin to make contact with each other; and

(k) trace missing persons and notify their next of kin; and

(l) assist coroners as required by the Coroners Act 2006, in close liaison with the Ministry of Justice and health services; and

(m) support Controllers at the national, CDEM Group, and local levels and, when requested, appoint New Zealand Police liaison officers to the NCMC, ECCs, and local EOCs.

Inter-agency coordination

(2) To provide for inter-agency co-ordination, the New Zealand Police ensure—

(a) participation in the development of response and recovery action plans; and

(b) the national co-ordination of New Zealand Police resources in support of the emergency operations; and

(c) when requested, the appointment of a New Zealand Police liaison officer to the Controller at the relevant level (national, CDEM Group, local), on an ongoing basis; and

(d) the exchange of situation reports at respective levels (national, CDEM Group, local).

Support to coroners

(3) The New Zealand Police support coroners to enable them to carry out their functions under section 4 of the Coroners Act 2006, which include—

(a) deciding whether to carry out a post-mortem; and

(b) authorising the release of a body; and

(c) deciding whether to open an inquest; and

(d) giving the immediate family and representatives of the immediate family of a person thought to be deceased notice of the processes required by law to be performed or followed in relation to the death.

(4) The New Zealand Police has overall responsibility for the recovery and identification of human remains, will recover deceased persons, and may take them to a temporary holding area before transportation to a mortuary facility.

(5) The New Zealand Police will liaise closely with the family of the deceased, coroners, iwi authorities, health authorities, funeral directors, and relevant local authorities to ensure that legal, cultural, spiritual, and health-related matters are addressed.

(6) The New Zealand Police CDEM operations are summarised in The Guide.

9.5.1 Police response arrangements

If a local or CDEM Group response to an emergency is established, then the New Zealand Police District Commander will notify the Commissioner of Police immediately. A declaration of a state of local emergency may be made by a person appointed by a CDEM Group under s.25 of the *CDEM Act 2002*. This process may include consultation with Police and emergency services, Local and CDEM Group Controllers, and the ECC/EOC.

Any request for a declaration of a state of local emergency, by the New Zealand 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 by New Zealand Police, but is refused by a CDEM Group, the matter may be referred to the Police National Headquarters (National Manager Response and Operations) for resolution in consultation with the CDEM Group and the National Controller.

See the MCDEM publication *Declarations 2012, Director's Guidelines for the CDEM Sector, [DGL13/12]* (www.civildefence.govt.nz – search for 'declarations').

Police powers conferred by warrant issued under the CDEM Act 2002

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 (**see** section 78(2) of the *CDEM Act 2002*). The prescribed form and content of the warrant are set out in section 79 of the *CDEM Act 2002*. The powers conferred by the warrant are set out in sections 80 and 81 of the *CDEM Act 2002*.

The powers are to obtain information required urgently to prevent or limit the extent of the emergency (**see** section 78(2) of the *CDEM Act 2002*).

See Annex 9A for warrant template.

Police powers under the CDEM Act 2002

The *CDEM Act 2002* confers certain powers on the Police and other authorised persons during a state of emergency. These confer the authority to:

(1) 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 2002*).

(2) 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 2002*).

(3) Totally or partially restrict public access on any road or public place (section 88 of the *CDEM Act 2002*).

(4) 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 2002).*

(5) Requisition a wide range of resources, where such action is urgently necessary for the preservation of human life (section 90 of the *CDEM Act 2002*).

(6) 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 2002*).

(7) 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 2002*).

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.

| Inquiry about persons | Police are responsible for the Inquiry sub-function of welfare services, as outlined under clause 69 in the *National CDEM Plan 2015* (see Section 14, Welfare services). |

9.6 References and links

Other sections of the Guide

- Section 1, Introduction
- Section 3, Management of emergencies
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 8, Emergency services
- Section 13, Lifeline utilities
- Section 14, Welfare services
- Section 17, Reduction
- Section 18, Readiness
- Section 24, Response
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 30, Mass evacuation
- Section 31, International assistance to New Zealand

Other documents

- *New Zealand Police Manual*
    - Control and Command (revised 2015)
    - Civil Defence and Emergency Management
    - Exotic Disease and Pest Incursions
    - Disaster Victim Identification
- Ministry of Civil Defence & Emergency Management (2012) *Declarations 2012, Director's Guidelines for the CDEM Sector [DGL13/12]*; ISBN: 978-0-478-35560-4 (www.civildefence.govt.nz – search for 'declarations')
- Ministry of Civil Defence & Emergency Management (2015) *Welfare Services in an Emergency Director's Guideline for Civil Defence Emergency Management Groups [DGL 11/15]*; ISBN 978-0-478-43513-9 (www.civildefence.govt.nz – search for 'welfare services in an emergency')

Annex 9.A. Search warrant to enter premises and obtain information in urgent cases

Section 78, CDEM 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, CDEM Group area, district, or ward]

or

*the Director under the *CDEM Act 2002* considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, CDEM Group area, district, or ward]

or

*a Controller under the *CDEM Act 2002* considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, CDEM Group area, district, or ward]

or

*a person authorised by a CDEM Group considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, CDEM 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

10. Fire services

Summary

The New Zealand Fire Service (NZFS) is responsible for firefighting and other specialist functions including Urban Search and Rescue (USAR) during an emergency. Fire services more broadly include the National Rural Fire Authority, rural fire authorities, and other fire services or brigades, which have roles and responsibilities during response and recovery.

Contents

The section contents are:

10.1 Introduction

> **Part 5**
> **Roles and responsibilities**
> Fire services
>
> **42 Introduction**
>
> *The National Commander of the New Zealand Fire Service, working in support of the Director and the National Controller, is responsible for—*
>
> *(a) co-ordinating the fire services; and*
>
> *(b) providing resources required to undertake requests for assistance.*

10.2 Objective

> **43 Objective**
>
> *The objective of the fire services under this plan is to provide services to minimise the consequences of an emergency for people, property, and the environment.*

10.3 Principles

> **44 Principles**
>
> *The principles underlying the role of the New Zealand Fire Service in this plan are to—*
>
> *(a) plan for, and prepare to fully participate in, the response to any emergency, while at the same time maintaining the capability to deliver its existing operational mandate; and*
>
> *(b) work in concert with the requirements of national, CDEM Group, and local CDEM plans; and*
>
> *(c) ensure that fire services incident management structures adhere to, or work within, the direction and principles of the current CIMS structure; and*
>
> *(d) develop and maintain the capacity to provide an operational response (including incident management, liaison, and advisory support) to CDEM at the national, CDEM Group, and local level; and*
>
> *(e) liaise with other members of the fire services to co-ordinate an effective response to an emergency.*

Note – Plan clause 49

In addition to the principles outlined above, the fire services also have responsibilities under the emergency services principles in Section 36 of the *National CDEM Plan 2015*. The overarching emergency services principle is to "ensure that planning encompasses the 4Rs and enables an effective response to all emergencies".

10.4 Roles of the New Zealand Fire Service in reduction and readiness

> **45 Roles of the New Zealand Fire Service during reduction and readiness**
>
> *(1) The New Zealand Fire Service maintains business continuity plans to ensure that its functions can continue during an emergency.*
>
> *(2) Those plans identify key risks, prioritise business, plan for the continuance of critical business, and provide for the redeployment of staff.*
>
> *(3) The New Zealand Fire Service emergency and command planning forms the basis for fire services operations, including action in a state of emergency, and refers to and integrates with CDEM plans at national, CDEM Group, and local levels.*
>
> *(4) The New Zealand Fire Service participates in multi-agency emergency planning and exercises contributing to a co-ordinated response using the CIMS.*
>
> *(5) The New Zealand Fire Service operates and reviews co-ordination schemes between fire brigades in accordance with the Fire Services Act 1975.*

The New Zealand Fire Service will work with CDEM Groups and local authorities to ensure community awareness of hazards and risks (for example, tsunami or flooding threats) and will provide input into the development of CDEM Group and local plans, education and/or awareness programmes and campaigns.

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

- CDEM liaison

- CDEM planning, and

- actions taken once a state of emergency is declared under the *CDEM Act 2002*.

The *NZFS Guide to CDEM* is available on the Fire Service intranet. It can be obtained by contacting the Fire Service at question@fire.org.nz.

10.5 Roles of the fire services during response and recovery

46   Roles of the fire services during response and recovery

(1)   The role of the fire services during the response to and recovery from an emergency includes, subject to arrangements agreed between the fire services in relation to a particular emergency,—

(a)   firefighting to control, contain, and extinguish fires; and

(b)   containing releases and spillages of hazardous substances; and

(c)   urban search and rescue (the New Zealand Fire Service is formally recognised as having a heavy urban search and rescue capability and the ability to co-ordinate urban search and rescue within New Zealand, and the capability to carry out urban search and rescue includes the national support team and urban search and rescue task forces (consisting of technicians, medical staff, engineers, and search dogs)); and

(d)   limiting damage, including the salvage of essential material from endangered locations; and

(e)   redistributing water, in consultation with the relevant territorial authorities, for firefighting.

(2)   On the declaration of a state of emergency, no additional powers or authority are conferred on the fire services (rather, the fire services continue to operate under the relevant sections of their Acts).

(3)   Section 28 of the Fire Service Act 1975 confers authority on the Chief Fire Officer of the relevant fire district, or, if absent, the Deputy Chief Fire Officer, or, in the absence of both, the person who, for the time being, 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.

Note – Plan clause 46(1)(c)

The reference to the national support team means the USAR Management Team (UMT). The New Zealand USAR capability has specific functions:

1) Management UMT – New Zealand Fire Service commanders who provide incident and command management skills

2) Technicians – technical search and rescue practitioners

3) Logisticians – provide critical support to taskforce functions

4) Medical – doctor and advanced paramedic clinicians

5) Engineers – structural and geotechnical specialists

6) Canine – search dog capability.

The Fire Region Commander	(4) During an emergency,—
	(a) the Fire Region Commander of the New Zealand Fire Service, or the Fire Region Commander's designated representative,—
	(i) is responsible to the Local Controllers or the CDEM Group Controllers for the mobilisation, co-ordination, and control of the fire services; and
	(ii) is located, if required, in the ECC, or the EOC; and
	(iii) should maintain communications with the national fire co-ordination centre, inform the Local Controllers or the CDEM Group Controllers of significant incidents, and advise on subsequent actions taken or to be taken; and
	(iv) supports the Local Controllers or the CDEM Group Controllers and is responsible for co-ordinating fire services operations and providing the resources required to undertake requests for assistance; and
	(v) is the fire services adviser to the Local Controllers or the Group Controller; and
	(vi) advises on fire services operations, urban search and rescue priorities, and the resources required to continue operations; and
The National Commander	(b) the National Commander of the New Zealand Fire Service, or the National Commander's designated representative,—
	(i) is responsible to the Director and the National Controller for the mobilisation, co-ordination, and control of fire services; and
	(ii) is located, if required, in the NCMC; and
	(iii) should maintain communications with the national fire co-ordination centre, inform the Director and the National Controller of significant incidents, and advise on subsequent actions taken or to be taken; and
	(iv) supports the Director and the National Controller and is responsible for co-ordinating fire services operations and providing the resources required to undertake requests f or assistance; and
	(v) advises on fire services operations, urban search and rescue priorities, and the resources required to continue operations.
Rural fire authorities	(5) Under section 36 of the Forest and Rural Fires Act 1977, principal fire officers of the rural fire authorities have powers to control fires occurring in forest and vegetation within their districts.
	(6) 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.
	(7) If a state of emergency declaration is proposed in a rural fire authority's area in response to a rural fire, the appropriate Local Controllers or CDEM Group Controllers will ensure appropriate liaison with the Principal Rural Fire Officer before and after the emergency is declared.

Note – Plan clause 46(5)

Under section 36 of the *Forest and Rural Fires Act 1977*, principal fire officers of the rural fire authorities have power to control all fires within their districts. In practice however, due to fire protection agreements, the New Zealand Fire Service responds to, and manages, the majority of fires, especially structures.

Liaison Officer   In the event that the National Crisis Management Centre (NCMC), an Emergency Coordination Centre (ECC), or Emergency Operations Centre (EOC) is activated, a New Zealand Fire Service Liaison Officer will be appointed to liaise and provide advice to the National, CDEM Group and/or Local Controller on actual and intended Fire Service operations including priorities (see **Figure 10.1**).

In addition to fulfilling the activities identified in clause 46 of the *National CDEM Plan 2015*, the appointed New Zealand Fire Service Liaison Officer will have the authority to address the following in relation to the New Zealand Fire Service:

◆ operational capabilities and limitations

◆ operational priorities, and

◆ the availability and commitment of resources.

UMT   In the event of an emergency necessitating the use of domestic and international USAR teams, the New Zealand Fire Service will deploy representatives from the UMT to operationally lead and coordinate those activities. A member of the UMT may be positioned within the NCMC, ECC and/or operational EOCs if thought necessary to assist the Controller.

Members of the UMT work in conjunction with representatives from the United Nations Disaster Assessment and Coordination (UNDAC) team where deployed, while remaining under the control of the New Zealand Fire Service.

See Section 31, International Assistance for New Zealand for arrangements on deployment of UNDAC teams.
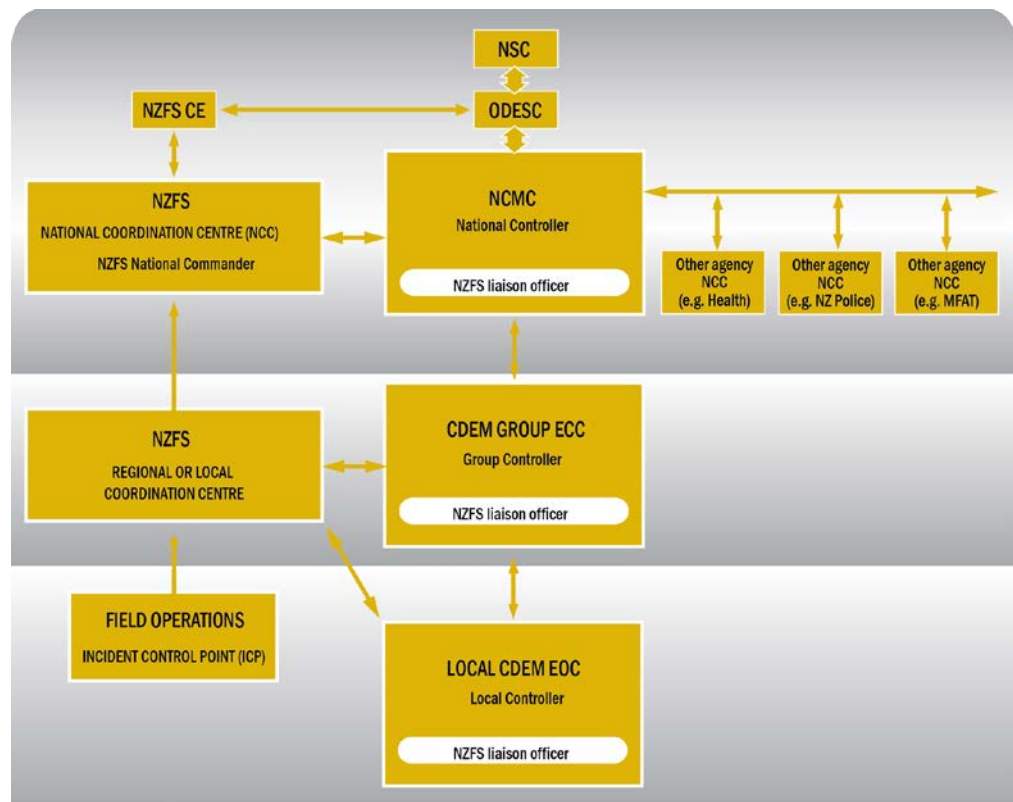
Figure 10.1 Coordination between the New Zealand Fire Service and CDEM at the National, CDEM Group and local levels.

10.6 Urban Search and Rescue (USAR)

USAR

The International Search and Rescue Advisory Group (INSARAG) USAR team classification system has identified three levels of classification: Light, Medium, and Heavy USAR teams. During an emergency, the National USAR Manager may be based in the New Zealand Fire Service National Coordination Centre, depending on the consequences of the emergency.

Light Team (Response Team)

The role of a Light USAR team is that of:

- reconnaissance and survey of the affected area
- identification of hazards and undertaking actions to reduce the level of risk
- control of public utilities
- isolation of hazardous materials and identification if it can be safely done
- surface search and rescue
- initiating medical care and extrication of victims
- establishment of Casualty Collection Points, and
- assisting international teams to integrate into local emergency management arrangements.

Light Teams are capable of conducting rescues from structures made of wood, light metal components, unreinforced masonry, adobe, or raw mud and bamboo. There are a number of Light Teams throughout New Zealand.

Medium Team

A Medium USAR team:

- is required to have the capacity to work only at a single worksite
- is required to have the capability of search dogs and/or technical search
- must be adequately staffed to allow for 24 hour operations at one site (not necessarily at the same site; the sites may change) for up to seven days, and
- must be able to medically treat its team members (including search dogs if present) as well as victims encountered if allowed to do so by the government of the affected country.

Medium Teams have the ability to conduct technical search and rescue operations in collapsed or failed structures of heavy wood and/or reinforced masonry construction, including structures reinforced with structural steel. There are no official INSARAG approved medium teams at this stage in New Zealand, but a medium team capacity is able to be provided due to the existence of New Zealand's heavy team.

Heavy Team

A Heavy USAR Team:

- is required to have the equipment and manpower to work at a Heavy technical capability at two separate worksites simultaneously
- is required to have both a search dog and technical search capability
- is required to have the technical capability to cut structural steel typically used for construction and reinforcement in multi-storey structures.
- must be adequately staffed and logistically sufficient to allow for 24 hour operations at two independent sites (not necessarily at the same two sites; and the sites may change) for up to ten days, and
- must be able to medically treat its team members (including search dogs if present) as well as victims encountered if allowed to do so by the government of the affected country.

Heavy Teams have the operational capability for complex technical search and rescue operations in collapsed or failed structures that require the ability to cut, break, and breach steel reinforced concrete structures, as well as de-layer these structures using lifting and rigging techniques. New Zealand has one Heavy Team at present.

10.7 New Zealand Response Teams

New Zealand Response Teams (NZ-RTs) trained and qualified in the specialist skill of light USAR can, when requested by the New Zealand Fire Service, work under the New Zealand Fire Service guidance to assist the National USAR teams.

See section 6, CDEM Groups for more information about New Zealand Response Teams.

10.8 New Zealand Fire Service public information

The New Zealand Fire Service will coordinate the release of information about its operations with other agencies. New Zealand Fire Service Liaison Officers will work in conjunction with appointees of National, CDEM Group, and Local Controllers to ensure that messages released to the public are timely, complete, and accurate.

New Zealand Fire Service personnel have instructions to cooperate with media inquiries, but also to restrict their comments to the scope of their own roles and responsibilities. To this end, New Zealand Fire Service Liaison Officers will closely monitor media coverage of Fire Service field operations to verify the accuracy and appropriateness of reports.

10.9 References and links

Other sections of the Guide

- Section 1, Introduction
- Section 3, Management of emergencies
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 8, Emergency services
- Section 17, Reduction
- Section 18, Readiness
- Section 24, Response
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 31, International assistance to New Zealand

Other documents

- Operational instructions and New Zealand Fire Service procedures, policies, and guides as maintained on the New Zealand Fire Service intranet (these documents can be obtained by contacting the Fire Service at question@fire.org.nz, or contacting regional offices)
- Urban Search & Rescue Mobilisation or Operations Manuals (these documents can be obtained by contacting the Fire Service at question@fire.org.nz, or contacting regional offices):
  - *Urban Search & Rescue National Mobilisation Manual*
  - *Urban Search & Rescue International USAR Mobilisation Manual*
  - *Urban Search & Rescue, National Operations Manual (2008)*
- INSARAG Guidelines (www.insarag.org – available under the 'Methodology' tab)
- Ministry of Civil Defence & Emergency Management (2012) *Guidance for Establishing and Operating New Zealand Response Teams (NZ-RTs) Director's Guidelines for the CDEM Sector [DGL12/12]*; ISBN 978-0-478-35563-5 (www.civildefence.govt.nz – search for 'guidance for establishing response teams')

11. Health and disability services

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

Contents   The section contents are:

11.1 Introduction

Part 5
Roles and responsibilities
Health and disability services

47 Introduction

(1) *Health and disability services in New Zealand are delivered by a network of organisations and people, including—*

   (a) *the Minister of Health, who has overall responsibility for New Zealand's health and disability system; and*

   (b) *the Ministry of Health, which acts as principal adviser to the Minister of Health and the Government on health and disability policy, and leads and supports the sector to achieve better health for New Zealanders; and*

   (c) *DHBs, which plan, manage, provide, and purchase services for the population of their district, including primary care, public health services, aged care, and services provided by other non-government health providers; and*

   (d) *primary health organisations, which provide health care in the community, usually from general practitioners or practice nurses; and*

   (e) *public health services, which provide environmental health, communicable disease control, and health promotion programmes; and*

   (f) *ambulance services, which provide pre-hospital care and transport for patients in the community, and inter-hospital transport where patients require referral for specific treatment.*

(2) *An emergency may combine a sharp rise and variations in demand for health and disability services with the disruption of facilities and infrastructure, during which—*

   (a) *there may be pressure on hospitals and other health and disability services and facilities:*

   (b) *communities may experience public health problems, and those who have suffered loss and disruption may require psychological support:*

   (c) *hospitals, health and disability services, medical equipment, ambulances, and related facilities or equipment may be damaged.*

(3) *Even where a hazard does not directly affect health and disability services or their infrastructure, disruption to other services (for example, roads, electricity, or water supplies) can have serious consequences for their services or infrastructure.*

(4) *If staff cannot get to work or lifeline utilities fail, facilities and services may have to be reduced or relocated, or stopped altogether, which may endanger community health and safety.*

Note – Plan clause 47(2)

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

11.1.1 Structure of the New Zealand health and disability sector

The New Zealand health and disability sector is set out in **Figure 11.1** on the next page. District Health Boards (DHBs) are responsible for providing, or funding the provision of, health and disability services in their districts. The Ministry of Health supports DHBs providing coordination and leadership in Emergency Management and national policy advice, regulation, and funding.
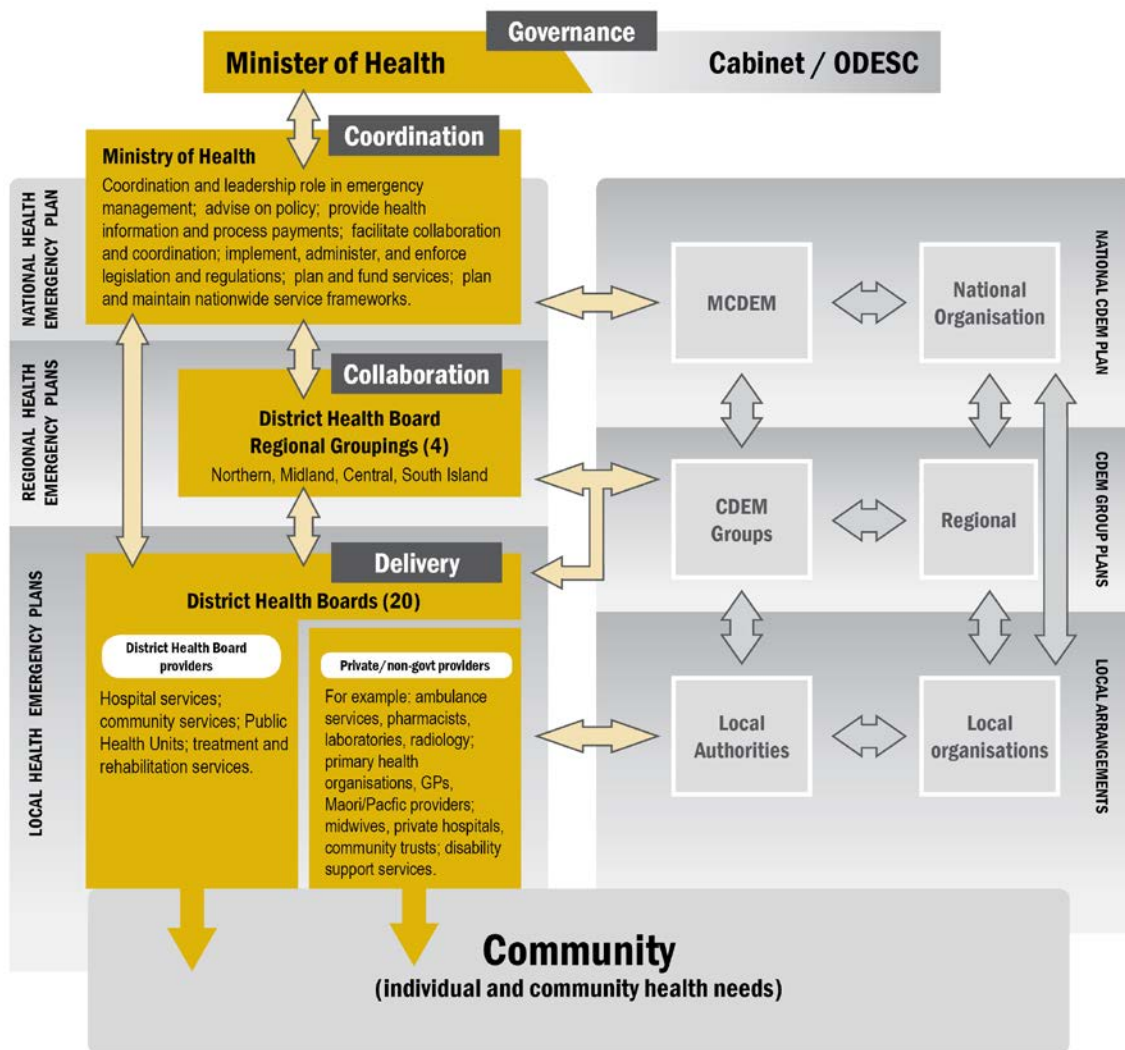
Figure 11.1: Relationships between the New Zealand health and disability sector and CDEM arrangements.

11.2 Objective

48 Objective

The objective of the health and disability service providers during an emergency is to provide services to minimise the consequences of the emergency for the health of individuals and the community.

11.3 Principles

49 Principles

The principles underlying the role of health and disability services during emergencies are to—

(a) maintain an emergency management structure for the health and disability service providers that enables a consistent and effective response to emergencies at the local, regional, and national levels, and that supports, to the greatest extent possible, the protection of the general population, health and disability services workers, and health and disability services clients; and

(b) provide services that, to the greatest extent possible, meet the needs of patients and clients and their communities during and after an emergency, even when resources are limited, while ensuring that responses do not create or exacerbate inequalities for particularly vulnerable or hard-to-reach populations; and

(c) ensure that health and disability services are as resilient to the consequences of hazards and risks as is reasonably practicable.

In addition to the principles outlined above, the health and disability sector also have responsibilities under the emergency services principles in clause 36 of the *National CDEM Plan 2015*. The overarching emergency services principle is to "ensure that planning encompasses the 4Rs and enables an effective response to all emergencies".

11.4 Role of health and disability services during reduction and readiness

The Director-General of Health and the Ministry of Health	**50 Role of health and disability services during reduction and readiness** (1) *The Director-General of Health, on behalf of the Minister of Health, has overall responsibility for health and disability services in all phases of emergency management.* (2) *The Ministry of Health is responsible for—* (a) *policy development; and* (b) *maintaining the National International Health Regulations Focal Points in accordance with the International Health Regulations (2005); and* (c) *national planning for a health-related emergency; and* (d) *developing, maintaining, and exercising the National Health Emergency Plan and its supporting documents; and* (e) *preparing a business continuity plan for the Ministry of Health.*
DHBs	(3) *DHBs are responsible for—* (a) *leading and co-ordinating local reduction and readiness planning across health and disability service providers within their districts; and* (b) *developing, maintaining, and exercising health emergency plans for significant incidents and emergencies affecting their districts, and co-operating with neighbouring DHBs in the development of inter-DHB, sub-regional, regional, and national emergency plans and capability as appropriate to decide how services will be delivered in an emergency (acknowledging DHBs' role as both funders and providers of health and disability service providers, including the provision of support directly or indirectly to other affected parts of the country); and* (c) *ensuring that all their plans adequately provide that public, primary, secondary, tertiary, mental, and disability health services require health and disability service providers to have plans and resources in place to ensure that they can respond to an emergency in an integrated and effective manner; and* (d) *ensuring that health and disability services are ready to function to the fullest possible extent during and after an emergency by ensuring—* (i) *the continuity of care for existing patients, the management of increased demand for services (including the provision of surge capacity), and that assistance is provided to enable the recovery of services (including business continuity); and* (ii) *the preparation of plans that are integrated across the sector and that are aligned with the plans of the other emergency services and the regional CDEM Group plan and other response agencies; and* (iii) *that their own planning and responses are integrated with public health planning and responses.*

Note – Plan clause 50(3)

Effective supply chains are critical to reduction and readiness planning, reviews of and updates to supply chain management should be considered as part of the planning process. It should be noted that facility supplies are not exclusive to traditional medical supplies (e.g. medications and personal protective equipment), but also include supplies critical to the functioning of a facility (e.g. linen, food, and fuel).

DHBs lead the planning and response for emergencies at local level, including engagement with community-based providers.

It is important to note that ensuring the continuity of care for existing patients includes the development of integrated plans for the evacuation, relocation, or shelter in place of staff and patients due to fire or other hazards.

Public Health Units (PHUs)	(4)	PHUs and the Ministry of Health have a responsibility to—

(4) PHUs and the Ministry of Health have a responsibility to—

(a) develop plans specific to public health emergencies (for example, pandemics); and

(b) integrate public health planning and responses; and

(c) advise local agencies and lifeline utilities about public health aspects of their business continuity planning.

Note – Plan clause 50(4)(a)

In addition to pandemics, public health emergencies can occur as a result of the health implications of other emergencies including, but not limited to, infrastructure damage, flooding, weather events, earthquakes, or vector induced emergencies (e.g. the Ross River virus).

Land and Air Ambulance providers

(5) Land and air ambulance providers are responsible for—

(a) ensuring the continuity of care for existing patients, the management of increased demand for services (including the provision of surge capacity), and that assistance is provided to enable the recovery of services (including business continuity); and

(b) preparing incident and emergency management plans that are integrated across the sector and that are aligned with the plans of relevant DHBs, the plans of other emergency services, and CDEM Group plans; and

(c) integrating their own planning and response with public health planning and response; and

(d) supporting DHB regional groups and CDEM Groups as required; and

(e) contributing to emergency management planning led by the Ministry of Health.

Health and disability service providers

(6) Health and disability service providers are responsible for—

(a) ensuring the continuity of care for existing patients, the management of increased demand for services (including the provision of surge capacity), and that assistance is provided to enable the recovery of services (including business continuity); and

(b) preparing incident and emergency management plans that are integrated across the sector and are aligned with the plans of the relevant DHBs, the plans of other emergency services, and CDEM Group plans; and

(c) integrating their own planning and response with public health planning and response; and

(d) supporting DHB regional groups and CDEM Groups as required; and

(e) contributing to emergency management planning led by the Ministry of Health.

11.4.1 National health emergency planning

The national health emergency planning structure includes the National Health Emergency Plan (NHEP), supporting guidance documents, and action plans. It also includes the 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 The Emergency Management Team in conjunction with other teams within the Ministry of Health, including Public Health and Mental Health. These teams engage with international partners, across the New Zealand central and local Government sector, internally within the Ministry of Health, and within the health sector. The team includes Emergency Management Advisors located in each of the four regions (Northern, Midland, Central and South Island) who engage with DHBs, PHUs, and other emergency services.

11.4.2 National Health Emergency Plan (NHEP)

The NHEP:

◆ creates the strategic framework to guide the health and disability sector in its approach to planning for, responding to and recovering from health-related risks and consequences of significant hazards in New Zealand

◆ clarifies how the health and disability sector fits within the context of New Zealand emergency management

◆ specifies roles and responsibilities required to be provided for and carried out by health and disability agencies and providers in emergency planning, risk reduction, readiness, response and recovery, and

◆ supports government agencies and other organisations, with contextual information on the health and disability sector's emergency management strategic framework and response structure.

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.health.govt.nz).

11.4.3 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 the 6 phases of a pandemic:

1. plan for it

2. keep it out

3. stamp it out

4. manage it

5. manage it (post peak), and

6. recover from it.

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

Whilst the NZIPAP focuses on pandemic influenza the approach in the plan could reasonably apply to other respiratory-type pandemics. The Ministry of Health will therefore use it as the customisable foundation for responses to future pandemics.

11.5 Role of health and disability services during response and recovery

General

> **51 Role of health services during response and recovery**
>
> *(1) In an emergency, DHBs and other health and disability service providers are expected to activate response and recovery plans to minimise the consequences of the emergency on their populations and to maintain services to the fullest practicable extent.*

The Ministry of Health	*(2)*	*The Ministry of Health has operational roles, including—*
	(a)	*monitoring any developing emergencies; and*
	(b)	*activating the National Health Emergency Plan and National Health Co-ordination Centre as appropriate; and*
	(c)	*co-ordinating and managing the health and disability service providers' response to emergencies that have significant regional or national consequences; and*
	(d)	*acting as lead agency in an all-of-government response to a health emergency, such as an epidemic or a pandemic.*

Note – Plan clause 51(2)(c)

The NHEP, and its supporting plans and guidance, provide more details on the roles and responsibilities of the health and disability sector. Specific elements of the plan, such as Single Points of Contact, may be activated and used at any time to coordinate the response of the sector to actual or emerging emergencies.

DHBs	*(3)*	*DHBs are responsible for —*
	(a)	*co-ordinating the local health sector response to emergencies; and*
	(b)	*ensuring appropriate co-ordination of all health and disability service providers and close liaison with CDEM Groups and local authorities; and*
	(c)	*continuing their services and managing any increased demand.*

PHUs	*(4)*	*PHUs are responsible for—*
	(a)	*maintaining their services and managing any increased demand; and*
	(b)	*responding to emergencies involving risk to public health; and*
	(c)	*co-ordinating via local DHB EOCs; and*
	(d)	*liaising with the ECC or the local EOC during an emergency.*

Note – Plan clause 51(4)

Medical Officers of Health (situated within PHUs), and any designated officers or other person authorised in that behalf by a medical officer of health have wide-ranging powers as described in sections 70 and 71 of the *Health Act 1956*. They may use these powers by authorisation of the Minister of Health, or if a state of emergency has been declared under the *CDEM Act 2002*.

These powers can only be used to prevent the spread of an infectious disease. They include the ability to:

- prohibit the use of any land, building or thing and/or have anything destroyed

- require people, places, buildings, ships, vehicles, aircraft, animals and things to be isolated, quarantined or disinfected

- forbid people, ships, animals or things to be brought to any (air or sea) port or place in the health district from any port or place that is, or is supposed to be, infected

- forbid people to leave a place or area until they have been medically examined and found to be free from infectious disease

- require (by order in a newspaper or broadcast media) any or all of premises within a district to be closed and/or forbid the congregation of people at any place of recreation or amusement

- requisition any land, building, vehicle or craft necessary for the treatment and care of patients, including transport or accommodation of equipment and staff, or transport of clothing, bedding and temporary accommodation.

Additional information regarding these powers and the roles of a Medical Officer of Health is provided in the NHEP 2015.

DHBs and PHUs need to be well integrated in their response to public health emergencies.

Liaison with the CDEM Group Emergency Coordination Centre (ECC) or local Emergency Operations Centre (EOC) should occur in consultation with the relevant DHB during an emergency.

Land and Air Ambulance providers	(5) *Land and air ambulance providers are responsible for—* (a) *continuing their services and managing any increased demand; and* (b) *co-ordinating via local DHB EOCs, the Ambulance National Crisis Co-ordination Centre, the National Health Co-ordination Centre, and other ambulance providers.*

In the event that a CDEM Group ECC, the National Health Coordination Centre (NHCC) or the National Crisis Management Centre (NCMC) is activated, an Ambulance Liaison Officer may be appointed to provide operational advice to the Coordinator or Controller on actual or intended ambulance activities, including priorities. This may include an overview of national capacity via the Ambulance Crisis Coordination Centre.

Health and disability service providers	(6) *Health and disability service providers are responsible for—* (a) *continuing their services and managing any increased demand; and* (b) *co-ordinating via local DHB EOCs.*

11.5.1 Response arrangements

In the event that a local or CDEM Group ECC or the NCMC is activated, a Health Liaison Officer will be appointed to provide advice to the Local, CDEM Group or National Controller on actual or intended health sector activities including the setting and agreement of health related priorities, and input into the coordinated response.

The health and disability sector will determine whether or not it is necessary to activate internal EOCs to support the local, regional or national response.

11.5.2 Activation of health emergency plans

DHB and Local Health Emergency Plan	DHB and local Health Emergency Plans (HEPs) provide the framework, functions, roles and responsibilities under which a DHB will operate during an emergency. A health or disability provider can activate their 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 accordingly.
Regional Health Emergency Plan	Regional Health Emergency Plans provide functions, roles and responsibilities under which DHBs operate within their regional groups. Affected DHB(s) may activate their regional HEP with the agreement of other DHBs in the region. Each Regional HEP includes the structure of the response at the regional level. A regional HEP is activated when regional coordination is required to support a single DHB or when multiple DHBs are affected. A Regional Health Emergency Plan may be activated when the NHEP is 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 National Health Emergency Plan provides the strategic framework, functions, roles and responsibilities under which the health sector operates during the time of an emergency. The Ministry of Health will initiate the national health emergency response capabilities and processes. The NHCC will be activated as appropriate. This occurs when national coordination is required or when local and regional responses are overwhelmed or have the potential to be overwhelmed.

The role of the NHCC is to provide national coordination of the health sector in an emergency. The structure around the coordination of a health emergency at the national level is dependent 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 coordination required to manage the response.

11.5.3 Single point of contact

The Ministry of Health and each DHB and PHU 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 or evident threat, and is tested regularly.

11.5.4 Alert codes and advisories

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

The following alert codes outlined in **Table 11.1** have been adopted for use by the health and disability sector at district, regional and national levels.

Table 11.1: Health and disability sector alert codes.

Phase	Situation Alert	Code
Information	Notification of a potential emergency that may impact in and/or on New Zealand or specific information important to the health and disability sector. Example: emergence of a new infectious disease with pandemic potential, or early warning of volcanic activity.	White
Standby	Warning of imminent code red alert that will require immediate activation of health emergency plans. Example: imported case of a new and highly infectious disease in New Zealand without local transmission, or initial reports of a major mass casualty incident within one area of New Zealand which may require assistance from unaffected DHBs.	Yellow
Activation	Major emergency in New Zealand exists that require immediate activation of health emergency plans. Example: large-scale epidemic or pandemic or major mass casualty incident requiring assistance from outside the affected region.	Red
Stand-down	Deactivation of emergency response. Example: end of outbreak or epidemic. Recovery activities will continue.	Green

In addition to alert codes, the Ministry of Health also communicates via National Health Advisories. A National Health Advisory is designed to provide advice or information that the health emergency management sector needs to know, but is not expected to require activation.

11.5.5 Emergency information management system

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

11.6 References and links

Other sections of the Guide	◆ Section 1, Introduction
	◆ Section 2, Hazards and risks
	◆ Section 3, Management of emergencies
	◆ Section 4, General roles and responsibilities
	◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Section 8, Emergency services
	◆ Section 14, Welfare services
	◆ Section 17, Reduction
	◆ Section 18, Readiness
	◆ Section 24, Response
	◆ Section 26, National Crisis Management Centre
	◆ Section 28, Public information management
	◆ Section 31, International assistance to New Zealand
	◆ Section 32, Recovery
Other documents	◆ Ministry of Health (2015) *National Health Emergency Plan*; ISBN 978-0-478-44887-0 (print) ISBN 978-0-478-44853-5 (internet) (www.health.govt.nz – search for 'NHEP')
	◆ Ministry of Health (2010) *New Zealand Influenza Pandemic Plan: A framework for action*; ISBN 978-0-478-35907-7 (internet) (www.health.govt.nz – search for 'influenza pandemic plan')
	◆ Ambulance New Zealand (2011) *New Zealand Ambulance Major Incident and Emergency Plan (AMPLANZ) 2011* (www.ambulancenz.co.nz – search for 'AMPLANZ')
	◆ *Health Act 1956*
	◆ *Health (Infectious and Notifiable Diseases) Regulations 1966*
	◆ *Public Health and Disability Act 2000*
	◆ *International Health Regulations 2005*
	◆ *Epidemic Preparedness Act 2006*
	◆ World Health Organization website (www.who.int)

12. New Zealand Defence Force

Summary   The New Zealand Defence Force (NZDF) is a support agency to lead agencies with responsibility for the management of emergencies.

Contents   The section contents are:

12.1 Introduction

Part 5
Roles and responsibilities
New Zealand Defence Force

52 Introduction

(1) During an emergency, the New Zealand Defence Force is a support agency.

(2) Given the nature of the New Zealand Defence Force operations, forces can be deployed at short notice to assist with the response.

(3) The general legal basis for provision of New Zealand Defence Force support to aid to the civil power is provided for in section 9 of the Defence Act 1990.

(4) Section 9(1)(a) and (b) of the Defence Act 1990 authorises the New Zealand Defence Force to be used in New Zealand or elsewhere to—

(a) perform any public service; or

(b) provide assistance to the civil power in a time of emergency.

12.2 Objective

53 Objective

(1) The objective of the New Zealand Defence Force is to provide appropriate support to government authorities during an emergency, while maintaining operational outputs and missions.

(2) This means that all efforts will be made to support the lead agency, taking into account the Government's priorities; however, the New Zealand Defence Force cannot guarantee that certain resources will always be available, because they may be involved in another Government-directed mission.

12.3 Principles

54 Principles

(1) The principles underlying the role of the New Zealand Defence Force are to—

(a) ensure that New Zealand Defence Force personnel deployed to assist the response to an emergency will remain under military command while the lead agency directs the New Zealand Defence Force units assigned to the response; and

(b) ensure that requests for New Zealand Defence Force assistance are in the form of a general task or a desired effect rather than a request for a specific resource or piece of equipment; and

(c) provide, after analysis of the general task or desired effect, the most suitable personnel and equipment to complete the task or achieve the effect.

(2) In performing general public services or providing assistance, New Zealand Defence Force personnel are not empowered to exercise New Zealand Police powers; however, service personnel are to act to save life in any circumstance, and to act on a specific lawful request by the New Zealand Police.

12.4 Role of New Zealand Defence Force during readiness

55   Role of New Zealand Defence Force during readiness

The New Zealand Defence Force undertakes to do the following to ensure that it is sufficiently prepared to respond to an emergency:

(a)   manage business continuity plans at levels that are necessary to ensure that defence functions can continue during and after an emergency; and

(b)   maintain contingency plans for response to an emergency; and

(c)   conduct internal training and participate in exercises at the national level to maintain response proficiency; and

(d)   participate in planning and training sessions with the MCDEM and CDEM Groups.

12.5 Role of New Zealand Defence Force during response

56   Role of New Zealand Defence Force during response

(1)   During an emergency, the New Zealand Defence Force—

(a)   will provide liaison officers to the NCMC, the ECC, and, if necessary, the local EOC (the liaison officers will advise on potential support operations by the New Zealand Defence Force and provide updates on the progress of any tasks that the New Zealand Defence Force is conducting in the respective areas or levels; however, the liaison officers are not authorised to accept tasks); and

(b)   can utilise certain forces assigned at short notice to support emergencies (forces are held ready for response at the regional and national levels and include land, air, and sea assets as necessary); and

(c)   will co-ordinate New Zealand Defence Force assets at either the local level (ECC) or national level (the NCMC), depending on the type and scale of the emergency and the mode of operation of the NCMC.

(2)   Requests for the support of the New Zealand Defence Force beyond local levels of commitment must be made by the CDEM Groups through the National Controller.

NZDF support during emergencies

During an emergency the New Zealand Defence Force is a support agency to the agency that has the lead responsibility for managing the emergency. In the event that an Emergency Operations Centre (EOC), Emergency Coordination Centre (ECC) 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.

Commanders of New Zealand Defence Force camps, bases, and other facilities may support responses to local emergencies with their own resources (up to 25 personnel) consistent with CDEM Group and New Zealand Defence Force arrangements. If the New Zealand Defence Force provides support to local emergencies (up to 25 personnel), via the CDEM Group ECC, the NCMC must be notified. Any additional support for national assets must be requested through the NCMC to New Zealand Defence Force Headquarters.

The degree of support and the tasks to be conducted will be agreed between the Controller (National, CDEM Group, or Local) and the New Zealand Defence Force and should be in the form of a general task or a desired effect rather than a specific resource or capability.

| 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, and

◆ 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 when authorised, may be tasked by EOCs, ECCs, 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.

12.6 References and links

Other sections of the Guide

◆ Section 3, Management of emergencies

◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)

◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)

◆ Section 8, Emergency services

◆ Section 14, Welfare services

◆ Section 24, Response

◆ Section 26, National Crisis Management Centre

◆ Section 31, International assistance to New Zealand

◆ Section 32, Recovery

13. Lifeline utilities

Summary

Lifeline utilities are entities that provide infrastructure services to the community such as water, waste-water, transport, energy, and telecommunications. Lifeline utilities have responsibilities for planning and coordinating in a way which enables the continuation of these services in an emergency, with assistance from CDEM Groups, MCDEM, and other relevant government agencies and regulatory bodies.

Contents

The section contents are:

13.1 Introduction

National lifeline utilities

Note – Plan clause 57(1)

National lifeline utilities are those that have operational coverage in more than region, or that affect operational coverage in more than one region.

Lifeline utilities sectors

The lifeline utilities sectors are:

- energy (including electricity, gas, and petroleum)

- transport (including road, rail, ports, and airports)

- water, and

- telecommunications (including broadcasting).

These sectors are described in detail in the MCDEM publication *Lifeline Utilities and Civil Defence Emergency Management Groups [DGL 16/14],* available at www.civildefence.govt.nz (search for 'Lifeline Utilities and Civil Defence Emergency Management Groups').

Sector Coordinating Entities (SCEs)

Under the *National Civil Defence Emergency Management Plan 2015* (Clause 2((1)), Sector Coordinating Entities (SCEs) means-

"a sector co-ordinating entity that is an organisation, a group of sector representatives, or an individual agreed by a utility sector to provide a single point of contact to the NCMC, or an ECC".

The purpose of SCEs is to provide for pre-planned sector coordination through a single point of contact for each lifeline sector in the event of a major emergency. SCEs may:

- be established during readiness, and

- perform an operational role during response and recovery.

SCEs have been established in many lifeline utility sectors as a means of national coordination, although some SCEs have been developed at a regional level to meet a similar need.

See section 7, Clusters for more information.

Lifeline utilities coordination

Lifeline utilities coordination is a function carried out during the response and recovery of an emergency under the Coordinated Incident Management System (CIMS) Operations function. It is usually performed in Emergency Coordination Centres (ECCs), and at the National Crisis Management Centre (NCMC).

Coordination of lifeline utilities involves gathering and dissemination of information to and from lifeline utilities (impact reports, response priorities, situation reports, hazard information etc.), maintaining an overview of the lifeline utility situation and providing information and advice to the Controller to provide a safe and effective response.

Lifeline utilities coordination roles and arrangements are established and developed during readiness, and are activated in response and recovery.

Lifeline utilities coordination personnel	There are three main roles specific to lifeline utilities coordination at a response coordination centre: 1. Lifeline Utilities Coordinator: responsible for coordinating and liaising with lifeline utilities on behalf of the Controller or Recovery Manager during response and recovery of an emergency. 2. Lifeline Utilities Officers: provide support to the Lifeline Utilities Coordinator role. 3. Lifeline Liaisons: Trained lifeline utility personnel who liaise with the Lifeline Utilities Coordinator on behalf of their organisation. Lifeline Liaisons are sometimes present in the response coordination centre during a large scale emergency.

13.1.1 Legislative requirements for all lifeline utilities

Under section 60 of the *CDEM 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 CDEM Group or the Director, and

(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 2002* further limits the disclosure of information that is required to be provided under the Act.

13.2 Objective

58   Objective

The main duty of lifeline utilities during and after an emergency is to be able to deliver the services they normally provide to the fullest possible extent (even though this may be at a reduced level).

Service restoration	Service levels to aim for during and after an emergency need to be identified prior to an emergency through business continuity planning. They should include service delivery expectations and capacity for the consequences of a range of disruptions

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. Wherever possible, as part of restoration of service.

Service restoration priorities are to be determined as part of response and recovery. Actual priorities will depend on the nature and impact of the event, and whether or not other functional contingencies are in place. Priorities are subject to CDEM requirements communicated by the Controller or LUC. The following list (which is not in priority order) should be taken into account by individual utilities:

◆ critical health and disability services (e.g. District Health Boards (DHBs), Public Health Units (PHUs) and land and air ambulance services)emergency management (e.g. New Zealand Police, New Zealand Fire Service, Emergency Operations Centres (EOCs))

◆ 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. central business districts)

◆ commercial producers (e.g. manufacturing facilities and dairy factories), and

◆ residential zones.

13.3 Principles

59 Principles

The principles underlying the role of lifeline utilities are to—

(a) identify and understand the full range of hazards and risks and implement reduction strategies; and

(b) prioritise the continuity of operations and supply of services in accordance with response priorities set by the Local Controller, Group Controller, or National Controller (even though this may be at a reduced level); and

(c) plan co-operatively with local authorities, CDEM Groups, emergency services, and other lifeline utilities; and

(d) establish emergency procedures for communication with government agencies, CDEM Groups, emergency services, and other lifeline utilities; and

(e) identify examples of best practice, and share and apply them where appropriate; and

(f) facilitate solutions to issues that are sector specific and do not require government assistance and support; and

(g) develop common and effective approaches to the 4 Rs; and

(h) co-ordinate with other lifeline utilities to promote service restoration following an emergency; and

(i) provide information on the status of networks to the EOC, ECC, and NCMC as appropriate.

13.4 Reduction and readiness

Lifeline utilities are primarily responsible for the reduction of outage risks, for example, by the location and installation of assets consistent with local hazard conditions. Lifeline utilities are also primarily responsible for preparing readiness arrangements for emergency responses when outages occur.

The *National CDEM Plan 2015* describes the reduction and readiness responsibilities of:

- all lifeline utilities (including national lifeline utilities), and
- MCDEM and CDEM Groups.

13.4.1 All lifeline utilities

60 Role of lifeline utilities during reduction and readiness

(1) To help fulfil their duties under section 60 of the Act, all lifeline utilities are to—

(a) develop business continuity plans to—

(i) identify critical assets and business processes, assess their vulnerabilities, and undertake appropriate actions to reduce the risks they face; and

(ii) outline response and recovery arrangements, including appropriate contracting arrangements with key suppliers; and

(b) focus on both reduction and readiness, including planning co-operatively with—

(i) other lifeline utilities (whether or not in the same sector), especially those on which they are dependent; and

(ii) relevant government agencies; and

(iii) CDEM Groups; and

(c) regularly test and exercise their response arrangements and participate in the National CDEM Exercise Programme.

Responsibilities of National lifeline utilities

(2) National lifeline utilities are to—

(a) work with the MCDEM to prearrange a means of national level sector co-ordination that best suits their sector (this usually entails establishing a single entity that takes responsibility for managing sector readiness, response, and recovery information, which in turn promotes co-ordinated activity); and

(b) participate in testing of sector co-ordination entity arrangements.

Risk management and Business Continuity Management (BCM)

All lifeline utilities should engage in risk management and Business Continuity Management (BCM), and are required to develop business continuity plans.

Risk management includes the identification, analysis and evaluation of likelihood and consequences including hazard analysis, asset vulnerability and potential mitigation measures.

Business continuity management addresses the capability of the organisation to continue the delivery of products or services at acceptable pre-defined levels following a disruptive incident. Business Continuity Management is described in more detail in section 19.2.

Treatment of risk is a critical component of risk management and is based on risk assessment results. Risk treatment options include:

- treating the risk through a risk reduction (mitigation) measure such as physically strengthening assets, or changing businesses practices

- eliminating the risk by stopping the activity or function that leads to the risk

- transferring the risk, for example through insurance or hedging, and

- managing it through business continuity planning.

Ongoing risk management frequently identifies risk treatment that must be incorporated into business as usual processes. Each lifeline utilities risk management framework should outline how risk is integrated into regular activities.

More information on risk management and Business Continuity Management with regard to lifeline utilities and CDEM is provided in the MCDEM publication *Lifeline Utilities and CDEM: Director's Guidelines for Lifeline Utilities and Civil Defence Emergency Management Groups [DGL 16/14]* (www.civildefence.govt.nz – search for 'Lifeline Utilities and Civil Defence Emergency Management Groups').

Working in partnership

All lifeline utilities are to work collaboratively with other lifeline utilities and CDEM organisations to optimise integrated, joint planning opportunities and create an easier flow of information during an emergency through existing relationships. Examples of working together include:

- contributing to the region's CDEM Group Plan

- providing technical advice during the review of the *National CDEM Plan 2015* or *National CDEM Strategy*

- establishing operational links locally

- participating in regional Lifelines Groups (see Section 7, Clusters for more information on Lifelines Groups), and

- participating in national and/or regional sector groups.

Exercises

Planning is only one part of being prepared. Exercising and testing plans is equally important to ensure plans are comprehensive and effective. Lifeline utilities should develop their own internal exercises and participate in CDEM-led exercises, as per the National Exercise Programme (see Section 21, Exercising and testing) at a local, regional, and national level where appropriate.

A debrief should always be held following an exercise between the organiser and participants to identify strengths and weaknesses in plans and develop corrective actions to address these.

Capability Assessment Tool	MCDEM has developed a Capability Assessment Tool (available at www.civildefence.govt.nz) for lifeline utilities involved in CDEM to assess their capability to manage emergencies and assess organisational resilience. The tool is non-mandatory and is a set of nationally-consistent performance indicators and measures. Its structure is based on the *National CDEM Strategy*, and essentially covers the '4Rs' of emergency management (as well as issues of governance, management, administration, and organisational resilience).

Key Performance Indicators for emergency management capability are:

- Emergency management planning is collaborative and coordinated with CDEM agencies.
- Emergency management planning is collaborative and coordinated with other lifeline utilities.
- Capability to respond to emergencies is developed and maintained.
- Response procedures are predetermined, documented, and tested.
- Recovery policies are planned and implemented.

Key Performance Indicators for organisational resilience are:

- Risk management is comprehensive and integrated throughout the organisation.
- Business continuity management has a formalised programme with high-level commitment.
- Critical business functions and processes, and potential impacts on them are defined.
- Business continuity strategies and arrangements are developed and implemented.
- Leadership and culture are enabling of a forward-looking, agile organisation.
- Effective relationships, partnerships and networks are developed.
- Adaptive capability is fostered through active learning and capability development.

13.4.2 Sector Coordinating Entities

Generally, SCE readiness activities are limited to activities that establish emergency communication protocols within a sector, and are a means of involving agencies with a response role. Some SCEs undertake readiness activities beyond this, such as facilitating sector emergency exercises and contingency planning.

Readiness arrangements differ from sector to sector, reflecting different sector structures and regulation. SCEs and some examples of sector-specific readiness arrangements are included below.

Tele-communications	The Telecommunications Emergency Forum includes all of the major fixed line and mobile network operators.
Electricity	Transpower, as the operator of the national grid maintain SCE responsibilities for the electricity sector including coordinating information from lines companies (for further information see the *Lifeline Utilities and CDEM: Director's Guideline for Lifeline Utilities and CDEM Groups [DGL 16/14]*).
Petroleum fuel	SCE arrangements are detailed in the *National CDEM Fuel Plan [SP 03/12]* (available at www.civildefence.govt.nz) which has been supplemented by a number of regional fuel plans. Also see the Ministry for Business, Innovation and Employment's *Oil Emergency Response Strategy*, which aims to minimise the effects of a major petroleum supply disruption on New Zealand (available at www.mbie.govt.nz).
Gas	The gas sector has standing arrangements that include the gas sector critical contingency operator and LPG distributors.
Transport	The Transport Emergency Management Coordination Group (TEMCG), chaired by the Ministry of Transport, leads development of emergency arrangements for the transport sector including road, rail, sea and air. The Transport Response Team (TRT) is a subset of this broader group with a focus on response. MCDEM will continue to work with TEMCG and TRT on contingency planning to promote objectives (see 13.2) and actions (see 13.4.1).

Water and wastewater	There is no national SCE arrangement for water and wastewater. Clarification of regional sector arrangements is the mutual responsibility of water utilities and CDEM organisations.
Supporting documents	Further information on risk reduction and readiness activities relevant to all lifeline utility sectors is in *Lifeline Utilities and CDEM: Director's Guidelines for Lifeline Utilities and Civil Defence Emergency Management Groups [DGL 16/14]*.

13.4.3 MCDEM and CDEM Groups

Nominate and train LUC's	*(3) The MCDEM is responsible for nominating and training National Lifeline Utility Co-ordinators to perform co-ordination functions during readiness, response, and recovery.* *(4) CDEM Groups are responsible for nominating and training CDEM Group Lifeline Utility Co-ordinators to perform co-ordination functions during readiness, response, and recovery, including establishing relationships and sector planning arrangements during reduction and readiness.* The roles and responsibilities for Lifeline Utilities Coordinator's (established by MCDEM and CDEM Groups) during readiness are set out in 13.4.4.
Capability development	MCDEM and CDEM Groups roles and responsibilities for capability development are set out in Section 20, Capability development.
Planning arrangements	MCDEM and CDEM Groups engage with lifeline utilities sectors, responsible government agencies, and regulatory bodies to assist the development of planning arrangements so that social and economic impacts of significant outages are lessened. The focus is on: ◆ meeting emergency needs by quick restoration of networks, or through alternative temporary arrangements ◆ activating Sector Coordinating Entities to facilitate coordination across sectors and with central and local government ◆ keeping central Government and CDEM Groups informed, and ◆ keeping stakeholders and consumers informed. MCDEM also encourages lifeline utilities to support contingency planning by commercial and other consumers.
Exercising and testing	MCDEM and CDEM Groups roles and responsibilities for exercising and testing are set out in Section 21, Exercising and testing.

13.4.4 Lifeline Utility Coordinators

Expectations of LUC's during risk reduction and readiness	During readiness National and CDEM Group Lifeline Utilities Coordinators are expected to provide the following functions: ◆ support risk reduction and readiness initiatives and activities ◆ participate in capability development ◆ participate in exercises ◆ establish relationships and contacts with lifeline utilities, sector coordinating entities and other CDEM personnel ◆ establish lifeline utility sector planning arrangements, and ◆ establish coordination centre access.

13.5 Response and recovery

First and foremost, lifeline utilities are required to manage their own response by following their internal incident management, emergency management, and/or business continuity plans with the aim of achieving or maintaining their pre-determined service levels.

Lifeline utilities, as a priority, must then make contact with CDEM to provide status reports and establish the appropriate continued line of contact (personnel, email addresses, and contact numbers).

The *National CDEM Plan 2015* describes the response and recovery responsibilities of:

- all lifeline utilities (including national and regional lifeline utilities)
- MCDEM and CDEM Groups, and
- Lifeline Utility Coordinators.

13.5.1 All lifeline utilities

61   Role of lifeline utilities during response and recovery

(1)   To help fulfil their duties under section 60 of the Act, all lifeline utilities are to—

> *(a)   activate business continuity, response, and recovery plans; and*
>
> *(b)   establish contact through the Lifeline Utility Co-ordinator with the relevant EOC or ECC, or the NCMC, and provide information on the status of their networks and estimated repair times; and*
>
> *(c)   operate within established CDEM co-ordination mechanisms.*

National and regional lifeline utilities

(2)   National lifeline utilities are to co-ordinate at the national level using established sector co-ordination entities.

(3)   Lifeline utilities are to co-ordinate at a regional level using established sector co-ordination entities.

Expectations of lifeline utilities during response

During emergencies, all lifeline utilities are expected to:

- establish contact with and provide information on the status of their network to coordination centres 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
  - 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 lifeline utilities during recovery

During recovery lifeline utilities should communicate restoration and recovery plans and priorities through Lifeline Utility Coordinators to CDEM Group and/or Local Recovery Offices.

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

13.5.2 Sector Coordinating Entities

Sector coordination is typically required during large scale emergencies where multiple lifeline utility providers are affected. This is undertaken using pre-established SCEs, especially during national emergencies.

Requirements of SCEs in response

In response, SCE Chairs liaise with the NCMC to establish a roster for regular communications, which involves:

 ◆ establishing set written Situation Report schedule, both into and out of the NCMC

 ◆ arranging regular calls/meetings of SCE Chair(s) and the NCMC Lifeline Utilities Coordinator, and

 ◆ arranging to participate in conference calls as required.

SCEs forward the communications roster and relevant information to the relevant sector players for their information and action.

How SCEs operate during an emergency

SCEs perform the following functions in an emergency:

 ◆ facilitate solutions to issues that are sector specific and do not require Government assistance/support

 ◆ coordinate 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)

 ◆ coordinate requests for assistance with the NCMC or appropriate Government body/Lead Agency

 ◆ coordinate with other affected sectors, particularly where dependencies exist, and

 ◆ other operational tasks as necessary.

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

In response, the chairs of SCEs become the primary point of contact for their sector to the NCMC Lifeline Utility Coordinator.

13.5.3 MCDEM and CDEM Groups

MCDEM and CDEM Groups

(4) *The MCDEM has responsibility for co-ordinating across sectors at the national level, utilising the National Lifeline Utilities Co-ordinator to perform this function.*

(5) *CDEM Groups are to utilise their CDEM Group Lifeline Utilities Co-ordinators to co-ordinate lifeline utilities at the local and regional level.*

The roles and responsibilities for Lifeline Utilities Coordinator's (established by MCDEM and CDEM Groups) during response and recovery are set out in 13.5.4.

13.5.4 Lifeline Utility Coordinators

Lifeline Utility Coordinators

(6) *Each Lifeline Utilities Co-ordinator, at the CDEM Group and national levels, is to—*

 (a) *lead the lifeline utility co-ordination operations in their ECC or recovery office and the NCMC or its recovery office; and*

 (b) *link the lifeline utility co-ordination function at any ECC or its recovery office and the NCMC or its recovery office; and*

 (c) *provide information and advice to the National Controller or the CDEM Group Controller, or the National Recovery Manager or the CDEM Group Recovery Manager, on the consequences of an emergency and response and recovery priorities; and*

 (d) *provide information to lifeline utilities or sector co-ordination entities on CDEM priorities.*

Expectations of LUC's during response	During response National and CDEM Group Lifeline Utilities Coordinators are expected to provide the following functions:

- establish and maintain contact with lifeline utilities

- gather and monitor lifeline utility status and impact information

- advise lifeline utilities of the emergency situation, response and restoration priorities and tasks

- facilitate impact assessment and information collection, and provide this to the Controller and lifeline utilities

- analyse the information provided by lifeline utilities and supply intelligence to ECC/NCMC personnel

- provide advice to the 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

- coordinate requests for resources from lifeline utilities, keep them informed of CDEM priorities, emerging issues and interdependence issues, and

- provide for transition to the recovery phase.

Expectations of LUC's during recovery	A Lifeline Utilities Coordinator may be engaged to continue lifeline and infrastructure coordination during recovery, with an emphasis on service restoration.

During recovery National and CDEM Group Lifeline Utilities Coordinators may work with the National Recovery Manager or the CDEM Group Recovery Manager to:

- establish the infrastructure recovery task group and any required sub-groups depending on the event, for example, road access restoration

- consolidate recovery cost and time information from individual lifeline utilities

- identify and facilitate 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.

13.6 Linkages, information flows, and lines of communication

The NCMC, ECC, or EOC will establish the required reporting timeframes and mechanisms for ongoing communication during a response.

Information flows	Information flows between local, regional, and national lifeline utilities and coordinating agencies are shown in **Figures 13.1** to **13.4**. These diagrams:

- apply to responses where CDEM is the lead agency

- show linkages and inter-relationships between key lifeline utility organisations and their respective sector coordination groups

- highlight where the primary coordination of response occurs, and

- are sequenced to reflect the broad progression of an emergency, from business as usual arrangements to an emergency of national significance affecting multiple CDEM Groups.

Note: The diagrams do not show all lifeline utility organisations who may be involved in a response. Local and regional organisations are shown generically.

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

- upward (or inward) to the coordinating agencies at each level; for example, impact and status reports, and requests for information or assistance, and

- downward (or outward) from the coordinating agencies; for example, reports on the overall event status; Controllers' taskings or requests, including specific response priorities where they differ from general expectations.

As well as the upward/downward communication shown in the diagrams, it is expected that a multitude of 'horizontal' communications will take place directly between individual organisations. Horizontal communication is encouraged between all agencies and organisations contributing to a response.

| Key utility players and business as usual arrangements | **Figure 13.1** represents 'business as usual' for lifeline utility organisations/groupings shown in black, with emergency coordinating 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 OnTrack have regional structures.
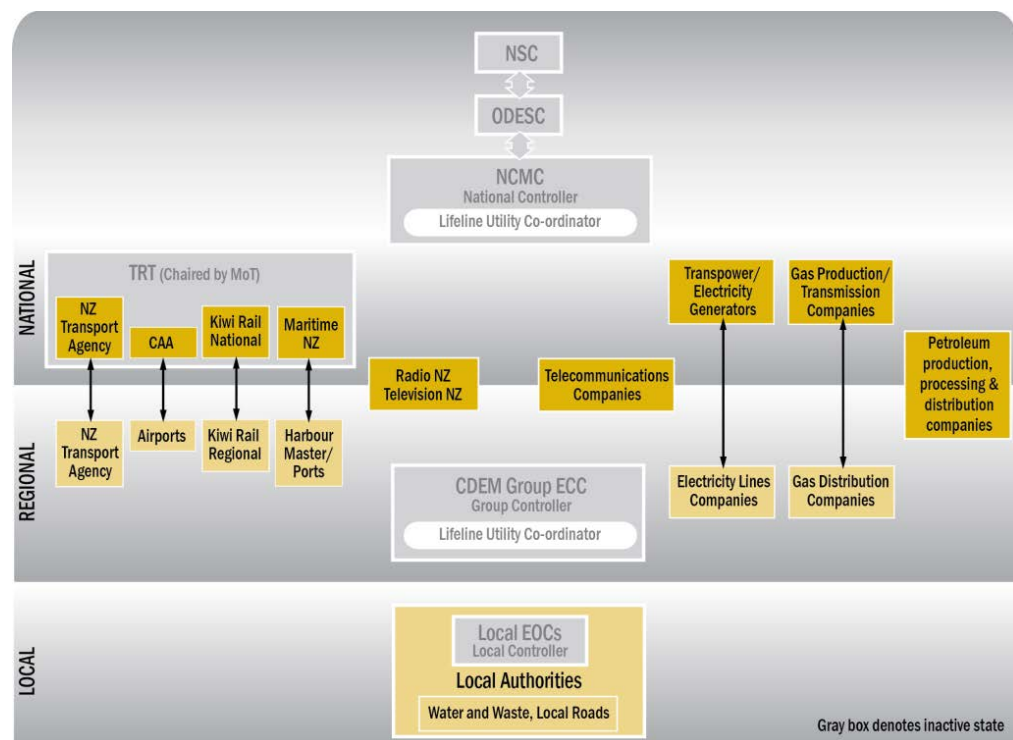
Figure 13.1: Key lifeline utility players and business as usual arrangements.

Note: This figure does not reflect the unitary model where water, waste and local roads are managed at the CDEM Group ECC level.

An emergency impacting one CDEM Group

Figure 13.2 represents a situation where an emergency (for example a storm which causes flooding and associated damage) affects one region only, with more than one territorial authority being affected.

The focus of coordination is the ECC, and all lifeline utilities are expected to communicate into the ECC once activated, depending on the circumstances of the event. ECC Lifeline Utility Coordinators will coordinate 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 Utilities Coordinator or the NCMC Lifelines Utility Coordinator may facilitate communication across and between key sectors.
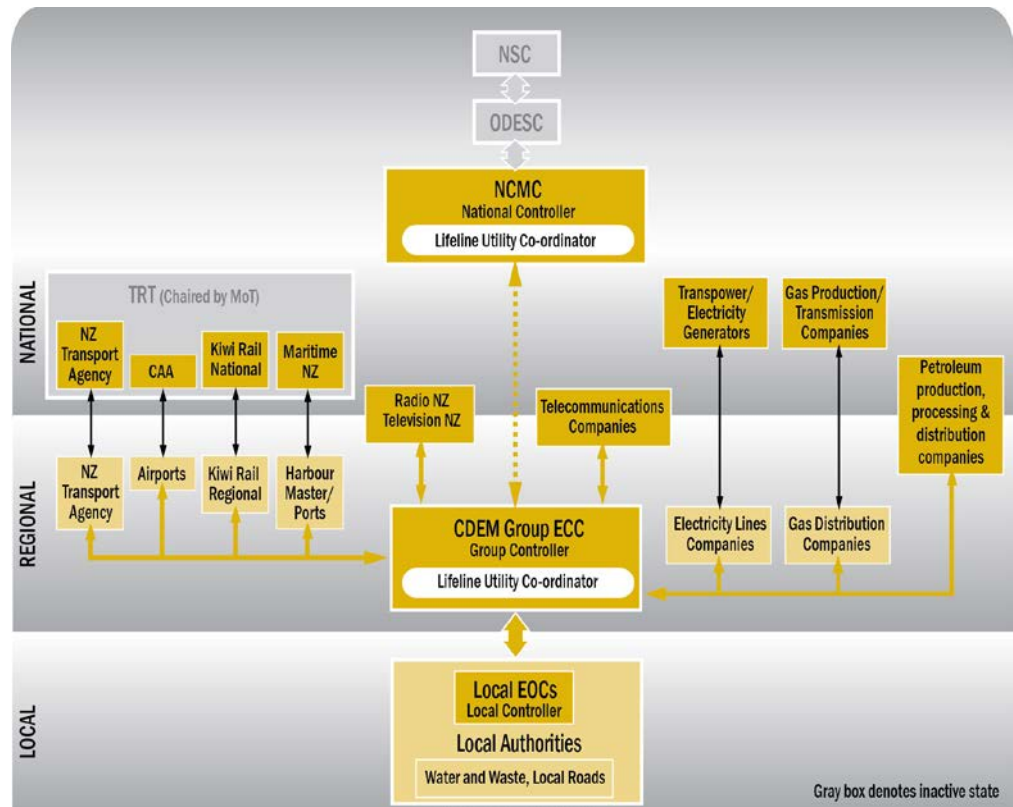
Figure 13.2: An emergency impacting one CDEM Group only.

Note: For emergencies that occur within the boundaries of a single territorial authority area, lifeline utilities are to contact the EOC and participate in response and recovery as detailed in this section. This figure does not reflect the unitary model where water, waste and local roads are managed at the CDEM Group ECC level.

An emergency affecting more than one CDEM Group

Figure 13.3 represents a situation where an emergency impacts on several regions. The focus of coordination remains the ECC in each region. All affected national lifeline utilities are expected to communicate into the ECCs of the affected regions once activated, with a copy of all information going to the NCMC Lifeline Utilities Coordinator(via the respective SCEs where activated).

The dotted lines indicate that national lifelines sector reporting is occurring but coordination is primarily occurring at a regional level.
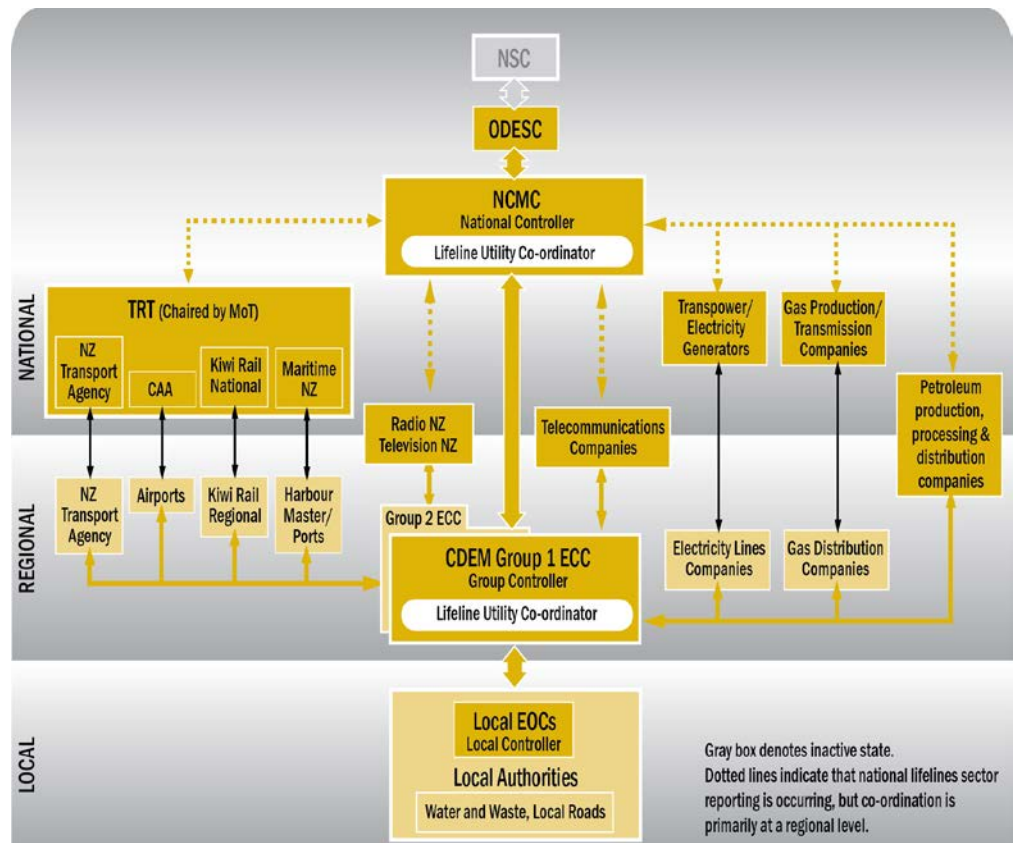
Figure 13.3: An emergency affecting more than one CDEM Group.

Note: This figure does not reflect the unitary model where water, waste and local roads are managed at the CDEM Group ECC level.

An emergency of national significance affecting multiple CDEM Groups

Figure 13.4 represents a situation where the NCMC is operating at Mode 4 (Manage). A state of national emergency has been declared or significant coordination 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 Utilities Coordinator(via the respective SCE) on strategic planning and recovery issues; however regional level response coordination continues through the ECC in each region.

The NCMC will coordinate 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 ECCs.
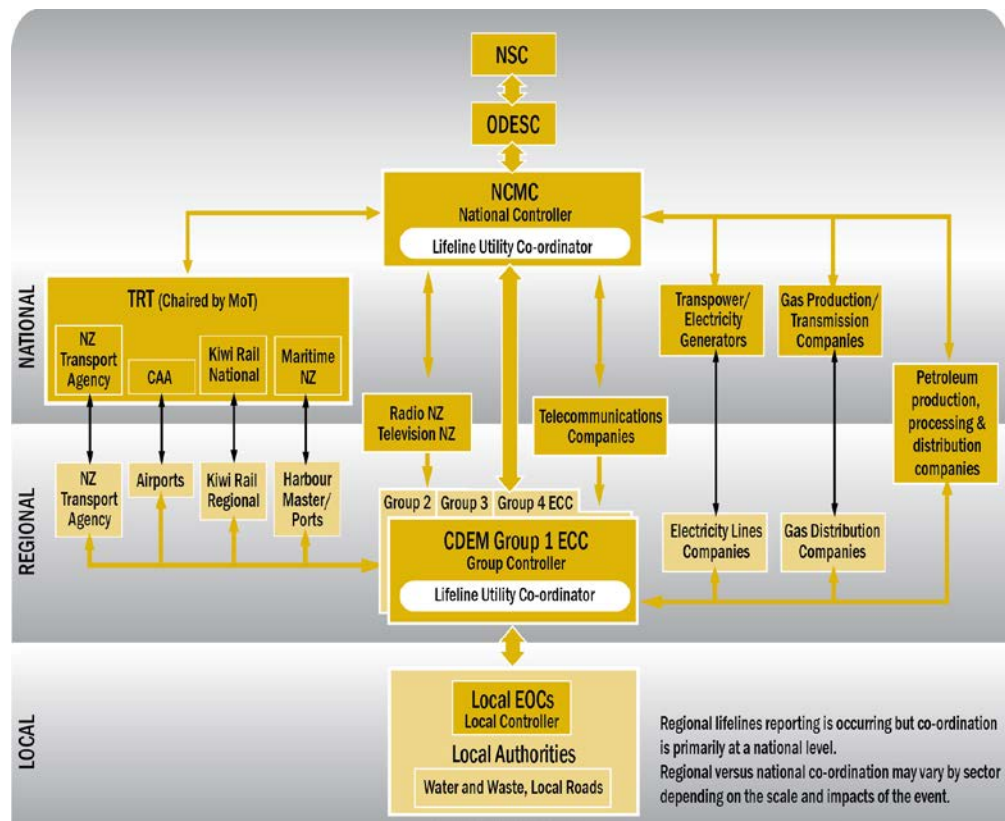
Figure 13.4: An emergency of national significance affecting multiple CDEM Groups.

Note: This figure does not reflect the unitary model where water, waste and local roads are managed at the CDEM Group ECC level.

13.7 References and links

Other sections of the Guide

- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 7, Clusters
- Section 9, New Zealand Police
- Section 10, Fire services
- Section 11, Health and disability services
- Section 14, Welfare services
- Section 17, Reduction
- Section 18, Readiness
- Section 19, Planning
- Section 20, Capability development
- Section 21, Exercising and testing
- Section 24, Response
- Section 25, National warnings and advisories
- Section 26, National Crisis Management Centre
- Section 27, Emergency information management
- Section 29, Logistics
- Section 32, Recovery

Other documents

- Ministry of Civil Defence & Emergency Management (2014) *Lifeline Utilities and CDEM: Director's Guideline for Lifeline Utilities and Civil Defence Emergency Management Groups [DGL 16/14]*; ISBN 978-0-478-36808–6 (www.civildefence.govt.nz – search for 'Lifeline Utilities and Civil Defence Emergency Management Groups')
- Ministry of Civil Defence & Emergency Management (2006) *Organisational Debriefing Information for the CDEM Sector [IS 06/15];* ISBN 0-478-25467-6 (www.civildefence.govt.nz – search for 'organisational debriefing')
- Ministry of Civil Defence & Emergency Management (2009) *CDEM Exercises: Director's Guideline for Civil Defence Emergency Management Groups [DGL 10/09];* ISBN 978-0-478-25490-7 (www.civildefence.govt.nz – search for 'CDEM exercises')
- Ministry of Civil Defence & Emergency Management (2012) *National Civil Defence Emergency Management Fuel Plan [SP 03/12];* ISBN 978-0-478-35561-1 (www.civildefence.govt.nz – search for 'fuel plan')
- ISO22301 Societal Security – Business Continuity Management Systems – Requirements
- ISO 22301:2012 Societal security – Business continuity management systems – Requirements
- ISO 22313:2012 Societal security – Business continuity management systems – Guidance
- ISO 31000:2009 Risk management – Principles and guidelines
- Protective Security Requirements – Section GOV10.

14. Welfare services

Summary   Welfare services support individuals, families and whānau, and communities in being ready for, responding to, and recovering from emergencies. Welfare includes the following welfare services sub-functions: registration, needs assessment, inquiry, care and protection services for children and young people, psychosocial support, household goods and services, shelter and accommodation, financial assistance, and animal welfare.

Contents   The section contents are:

14.1 Introduction

Part 5
Role and Responsibilities
Welfare services

62 Introduction

(1) *Welfare services support individuals, families and whānau, and communities in being ready for, responding to, and recovering from emergencies, which includes the following welfare services sub-functions:*

    (a) *registration:*

    (b) *needs assessment:*

    (c) *inquiry:*

    (d) *care and protection services for children and young people:*

    (e) *psychosocial support:*

    (f) *household goods and services:*

    (g) *shelter and accommodation:*

    (h) *financial assistance:*

    (i) *animal welfare.*

(2) *Effective welfare planning is based on a good understanding of affected communities, including their cultural and demographic makeup, strengths, and vulnerabilities.*

(3) *Agencies responsible for the co-ordination of welfare services sub-functions and relevant support agencies are covered in clauses 67 to 75 of this plan.*

(4) *The MCDEM is the agency responsible at the national level for the co-ordination across welfare services sub-functions, and it appoints a National Welfare Manager to fulfil this function.*

(5) *The MCDEM is responsible for the appointment of suitable and experienced personnel to be alternative National Welfare Managers and for ensuring that training is provided to enable them to co-ordinate the welfare services function during response and recovery.*

(6) *Each CDEM Group is responsible for—*

    (a) *the co-ordination of and arrangements for local delivery of welfare services; and*

    (b) *the appointment of a suitably senior and experienced CDEM Group Welfare Manager to fulfil that function; and*

    (c) *the appointment of suitable and experienced personnel to be alternative CDEM Group Welfare Managers and to ensure that training is provided to enable them to co-ordinate the welfare services function during response and recovery.*

(7) *Welfare services are delivered at the local level and co-ordinated and supported at the CDEM Group and national levels.*

14.2 Objective

63 Objective

The objective of the welfare services function is to carry out activities across the 4 Rs to provide for the needs of people affected by an emergency and to minimise the consequences of the emergency for individuals, families and whānau, and communities.

14.3 Principles

64 Principles

The principles applying to the delivery of welfare services are to—

    (a) *recognise the diverse and dynamic nature of communities; and*

    (b) *strengthen self-reliance as the foundation for individual and family and whānau and community resilience; and*

    (c) *ensure that emergency welfare services address the specific welfare needs of individuals, families and whānau, and communities; and*

    (d) *ensure flexibility in the services provided and how they are best delivered; and*

    (e) *integrate and align with local arrangements and existing welfare networks.*

14.4 Role of welfare services agencies during reduction and readiness

All agencies	**65**	**Role of welfare service agencies during reduction and readiness**
	(1)	*Each agency involved with welfare services responsibilities is to—*
	(a)	*develop and review plans to ensure continuity of its essential services and contribution to wider welfare provision; and*
	(b)	*plan collaboratively with agencies responsible for co-ordinating relevant welfare services sub-functions to ensure that arrangements are aligned; and*
	(c)	*develop capacity and capability relevant to its role in an emergency; and*
	(d)	*establish regular communication and reporting lines within its local, regional, and national offices; and*
	(e)	*establish and maintain inter-agency communications.*

Agencies responsible for sub functions	*(2)*	*Each agency responsible for co-ordinating welfare services sub-functions is to—*
	(a)	*provide leadership to support agencies to develop arrangements; and*
	(b)	*develop, maintain, and exercise arrangements for the co-ordination or delivery of relevant welfare services sub-functions; and*
	(c)	*plan co-operatively with all support agencies with a role in delivering the relevant welfare services sub-function to ensure that arrangements are aligned; and*
	(d)	*regularly test and exercise its response and recovery arrangements and participate in the National CDEM Exercise Programme; and*
	(e)	*participate as an active member on—*
	(i)	*the NWCG at the national level; and*
	(ii)	*all Welfare Coordination Groups at the CDEM Group level.*

14.4.1 National Welfare Manager and National Welfare Coordination Group (NWCG)

	(3)	*The National Welfare Manager is to—*
	(a)	*co-ordinate the welfare services function during reduction and readiness; and*
	(b)	*chair the NWCG, whose members are the agencies responsible for each of the welfare services sub-functions (the NWCG provides strategic oversight of planning and development of integrated welfare services); and*
	(c)	*in consultation with the NWCG, plan and co-ordinate at the national level the delivery of welfare services across welfare services sub-functions during response and recovery; and*
	(d)	*communicate and report on the progress of readiness activities for the welfare services function to NWCG members, CDEM Groups, and the Director.*

The NWCG	The National Welfare Coordination Group (NWCG) provides strategic oversight of planning and development of integrated welfare services. The NWCG provides coordination at the national level and support to CDEM Groups at the regional level.

Core membership of the NWCG	NWCG membership comprises the agencies responsible for each of the welfare services sub-functions. This includes:

- MCDEM
- Police
- Ministry of Social Development
  - Child, Youth and Family
  - Work and Income
- Ministry of Health
- Ministry of Business, Innovation and Employment, and
- Ministry for Primary Industries.

Wider membership of the NWCG	Wider NWCG membership may include any of the agencies who support the welfare services sub-functions.

Member requirements	All representatives of member agencies (core or wider) must be able to actively represent and make decisions on behalf of their agency, provide information and expertise, and participate fully in NWCG meetings and activities.
	Note: Where possible, representatives should be from the senior management level of the agency.

Role of the NWCG in readiness	The NWCG convenes regularly to plan for and ensure a coordinated national welfare response. It brings associated support agencies together to plan for and coordinate each welfare service sub-function.
	The NWCG participates in national level training and exercising, and integrates national welfare planning and activities with all-of-government readiness activities.
	NWCG members are responsible for:

- ensuring appropriate representation of their agencies on Welfare Coordination Groups (WCG) (see 14.4.2)
- establishing and maintaining regular communications with their regional representatives during planning, and during response and recovery, and
- ensuring WCG representatives are resourced and supported to fulfil their WCG roles.

14.4.2 CDEM Group Welfare Managers and Welfare Coordination Groups (WCGs)

(4) The CDEM Group welfare manager is to—

(a) *co-ordinate the CDEM Group welfare services function during reduction and readiness; and*

(b) *chair the CDEM Group's Welfare Co-ordination Group, whose members are the agencies responsible for each of the welfare services sub-functions in the CDEM Group area; and*

(c) *oversee the establishment and maintenance of arrangements and plans for—*

(i) *delivery of welfare services at the local level during response and recovery; and*

(ii) *co-ordination across welfare services sub-functions during response and recovery; and*

(d) *communicate and report on the progress of the readiness activities for the welfare services function to the Co-ordinating Executive Group, Welfare Co-ordination Group members, and the National Welfare Manager.*

WCGs	WCGs are collectives of welfare services agencies that are active at the CDEM Group level and/or the local level.
	WCGs provide a mechanism for collaboration and coordination between agencies, who work together to plan for and establish arrangements for the effective delivery of welfare services, and develop welfare work programmes.
	They provide planning input and coordination at the CDEM Group level, and support to local level CDEM welfare.

| Core membership of the WCG | Core WCG membership comprises the agencies responsible for each of the welfare services sub-functions in the CDEM Group area. This includes (but is not limited to): |

- ◆ CDEM Group
- ◆ Police
- ◆ Ministry of Social Development
  - – Child, Youth and Family
  - – Work and Income
- ◆ Ministry of Health/District Health Boards (DHBs)
- ◆ Ministry of Business, Innovation and Employment, and
- ◆ Ministry for Primary Industries.

| Wider membership of the WCG | Wider WCG membership includes any of the agencies who support the welfare services sub-functions, as well as representatives of community-based or volunteer organisations who are active at the regional or local level. |

| Member requirements | All representatives of member agencies (core or wider) must be able to actively represent and make decisions on behalf of their agency, provide information and expertise, and participate fully in WCG meetings and activities.

Note: Where possible, representatives should be from the senior management level of the agency. |

| Role of the WCG in readiness | During readiness, the WCG engages in collaborative planning and relationship building. The WCG may support the development of welfare arrangements at the local level, and develop and oversee the implementation of welfare-related work programmes. |

14.5 Role of welfare services agencies during response and recovery

The framework for the delivery of welfare services in response and recovery should be applied by all lead agencies during emergencies.

14.5.1 Framework where CDEM is the lead agency

Figure 14.1 on the next page shows the government's crisis management arrangements where CDEM is the lead agency. It shows how welfare fits within this structure during or following an emergency. The welfare framework comprises strategic, national, regional, and local levels. The associated roles and entities at each level are shown.

Note 1: The Minister of Civil Defence attends the National Security Committee of Cabinet (NSC) during emergency response or recovery, when CDEM is the lead agency.

Note 2: The Director, CDEM is a member of the Officials Committee for Domestic and External Security (ODESC) during emergency response or recovery, when CDEM is the lead agency. The Director, CDEM is also a member of ODESC's Hazard Risk Board during business as usual.
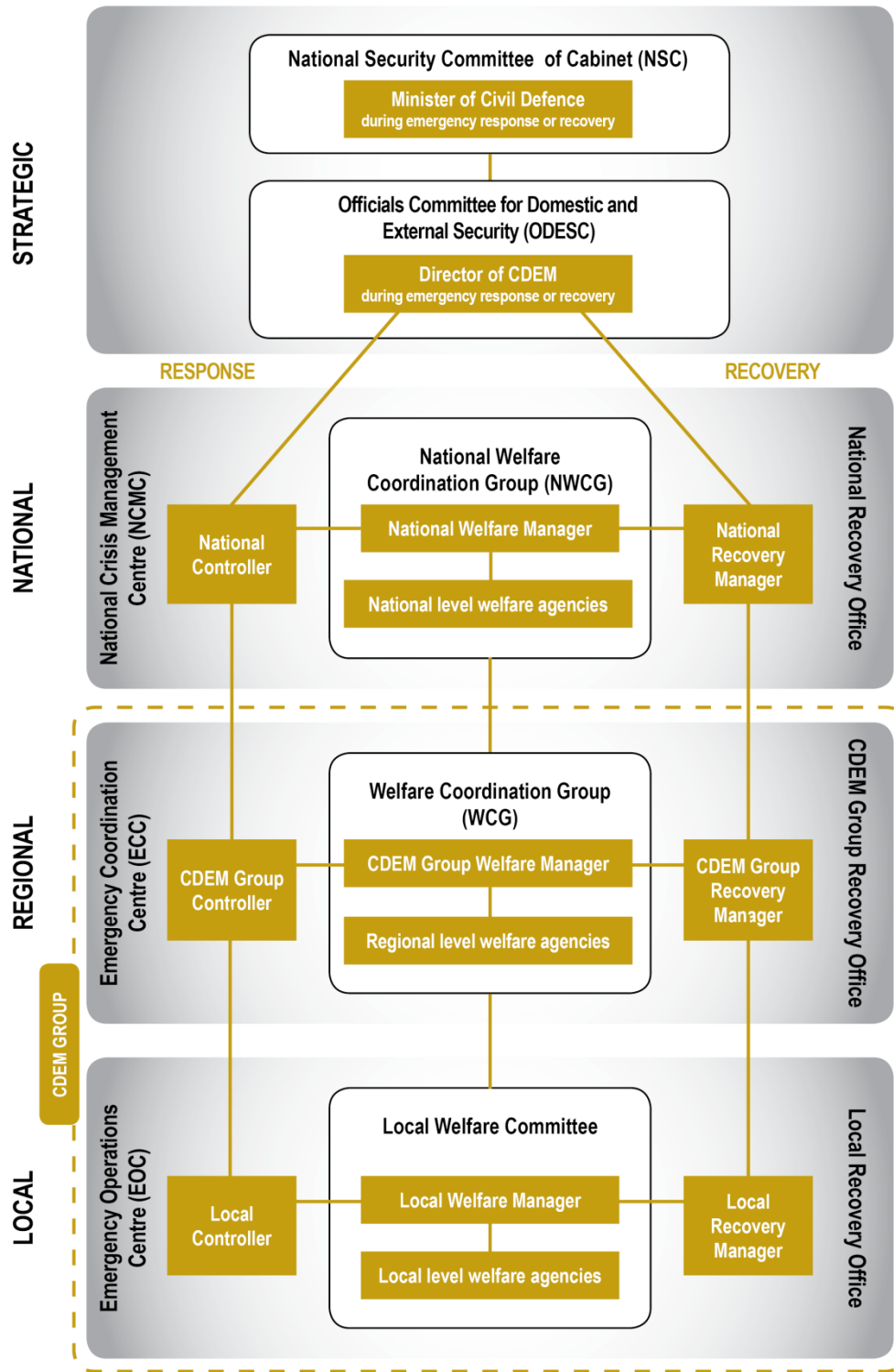
Figure 14.1: The welfare framework for emergencies where CDEM is the lead agency.

For information about welfare support to an agency other than CDEM, see the MCDEM publication *Welfare Services in an Emergency [DGL 11/15].*

14.5.1 Responsibilities

All agencies	**66 Role of welfare services agencies during response and recovery**
	
	(1) Each agency with welfare services responsibilities is to—
	
	  (a) provide timely services and information on those services to affected communities; and
	
	  (b) identify strategies and actions to support effective co-ordination of services, and monitor and report to the agency that is responsible for the relevant welfare services sub-functions on welfare issues and activities; and
	
	  (c) establish regular communication and reporting lines within its local, regional, and national offices; and
	
	  (d) support the welfare services function with additional personnel at national, CDEM Group, and local levels where a need is identified and it is practicable to do so.

Agencies responsible for sub functions	*(2) Each agency responsible for co-ordinating welfare services sub-functions is to,—*
	
	  (a) at the national level,—
	
	    (i) work with the relevant support agencies to ensure community needs are being met and that services and information (for operational and public information purposes) are integrated; and
	
	    (ii) collaborate with other agencies with responsibility for the co-ordination of other welfare services sub-functions; and
	
	    (iii) report on the relevant welfare services sub-function for which it is responsible to the National Welfare Manager in the NCMC during response or the National Recovery Office during recovery; and
	
	  (b) at the CDEM Group level,—
	
	    (i) work with relevant support agencies to ensure that community needs are being met and that services and information (for both operational and public information purposes) are integrated; and
	
	    (ii) collaborate with other agencies that are responsible for other welfare services sub-functions to ensure that services and information are co-ordinated, integrated, and aligned to meet community needs; and
	
	    (iii) report on the co-ordination and performance of the welfare services sub-function for which it is responsible to the CDEM Group welfare manager in the ECC during response or the CDEM Group recovery office during recovery.

National Welfare Manager	*(3) National welfare co-ordination is provided when a CDEM Group considers that national support would be beneficial, when multiple CDEM Groups are affected, or when the National Controller determines that national co-ordination is required.*
	
	(4) At the national level, during response and recovery, the National Welfare Manager is responsible for co-ordination of the welfare services function.
	
	(5) The National Welfare Manager is to—
	
	  (a) be responsible to the National Controller during response or to the National Recovery Manager during recovery for co-ordination of the delivery of welfare services; and
	
	  (b) co-ordinate the agencies responsible for welfare services sub-functions during response and recovery to ensure that the delivery of services and information is integrated and aligned to meet community needs; and
	
	  (c) co-ordinate with CDEM Group Welfare Managers at ECCs during response or the CDEM Group recovery office during recovery; and
	
	  (d) co-ordinate and integrate national welfare activities with other functions and activities in support of the National Controller during response and the National Recovery Manager during recovery; and
	
	  (e) communicate and report on the provision of welfare services and provide advice to the National Controller.

The NWCG in response and recovery

The NWCG convenes as required during response and recovery, to:

◆ gain a comprehensive overview of the impact of the emergency, and

◆ make resources available (through the National Controller) to CDEM Groups and local authorities as requested.

It may also develop welfare strategies, and identify the support its collective members can provide to the National Welfare Manager and National Controller. Depending on the scale of the emergency, the NWCG may be tasked to develop the welfare component of a National Action Plan.

The NWCG liaises closely with the National Crisis Management Centre (NCMC) during response, via the National Welfare Manager.

The NWCG will contribute to a national recovery effort by continuing to coordinate national welfare activities as required.

CDEM Group Welfare Manager

(6) *At the CDEM Group level, during response and recovery, the CDEM Group Welfare Manager is responsible for co-ordination of the welfare services function.*

(7) *The CDEM Group Welfare Manager is to—*

(a) *be responsible to the Group Controller in response or the CDEM Group Recovery Manager during recovery for co-ordination of the delivery of services; and*

(b) *co-ordinate the agencies responsible for welfare services sub-functions during response and recovery to ensure that the delivery of services and information are integrated and aligned to meet community needs; and*

(c) *co-ordinate with local welfare managers (where these arrangements exist) at local EOCs during response or the local recovery office during recovery; and*

(d) *co-ordinate and integrate their CDEM Group welfare activities with other ECC functions and activities in support of the Group Controller; and*

(e) *communicate and report on the provision of welfare services and provide advice to the Group Controller; and*

(f) *co-ordinate with the National Welfare Manager and other CDEM Group Welfare Managers to ensure consistent and co-ordinated delivery of welfare services and information to affected communities; and*

(g) *be capable of assisting in welfare services co-ordination at any ECC or, if requested, the NCMC.*

The WCG in response and recovery

During response, the WCG convenes as frequently as necessary and practicable (determined by the CDEM Group Welfare Manager, in consultation with the Group Controller). Its role is to ensure that each member agency operates as part of a coordinated collective, rather than as an individual agency.

Agencies responsible for a welfare services sub-function:

◆ report on their progress in coordinating the delivery of that sub-function

◆ receive information on other agencies' activities

◆ receive information (via the CDEM Group Welfare Manager) on the wider response and the objectives of the Group Controller, so they can set targets and direct their ongoing activities accordingly.

During recovery, the WCG continues to convene as frequently as necessary, coordinating and aligning their activities with other welfare services agencies, wider recovery activities, and the objectives of the CDEM Group Recovery Manager.

14.6 Registration sub-function

> **67 Registration**
>
> (1) *Registration involves collecting information from people to identify who has been directly affected by an emergency and may require emergency welfare services.*
>
> (2) *Registration information informs the needs assessment sub-function and can be used to support the inquiry sub-function.*

The registration process

The registration process is carried out:

- in a face to face setting in a Civil Defence Centre (including during recovery)

- in a community setting (by mobile teams), or

- remotely, such as via self-service online or by telephone.

The first stage of the process is the 'meet and greet', where trained reception personnel make initial decisions about whether a person needs to be registered. At this point, immediate needs are identified and addressed, and any other initial assistance provided.

The official registration process begins when the decision to register an affected person is made; the person presents themselves at the registration desk/area, or to a registrar, or contact is made with a registrar in a community setting (or via self-service in a remote setting).

Responsibility

> (3) *At the national level, the MCDEM is the agency responsible for the provision of the CDEM welfare registration system for registering people who are affected by an emergency and who may require emergency welfare services.*
>
> (4) *At the CDEM Group level, CDEM Groups are responsible for registering people who have been affected by an emergency and who may require emergency welfare services.*

Support agencies

Support may be provided by any other government agency or non-government organisation that can provide relevant advice, information, or trained staff.

The Salvation Army may be able to provide 'meet and greet' or reception personnel to welcome people on arrival at a Civil Defence Centre (CDC) and provide them with any initial assistance they may require e.g. access to information. Trained Salvation Army and other personnel can be very helpful in identifying any issues or difficulties that a person may be experiencing or that may arise.

Arrangements can be made with community or voluntary organisations or a neighbouring CDEM Group to assist with welfare registration.

Requirements for registration personnel

All personnel working as part of the registration sub-function must be:

- trained in the use of the *CDEM Emergency Management Information System (EMIS) Welfare Registration System*, and

- familiar with relevant legislation (see below).

All personnel working as part of the registration sub-function should be Police vetted.

It is recommended that personnel are identified, vetted, and trained during readiness, to allow for rapid deployment during response.

Relevant legislation

Legislation relevant to the registration sub-function includes:

- *Privacy Act 1993*

- *Civil Defence National Emergencies (Information Sharing) Code 2013*, and

- *Vulnerable Children Act 2014.*

More information

For more information about the registration sub-function, refer to *Welfare Services in an Emergency Director's Guideline [DGL 11/15]*.

14.7 Needs assessment sub-function

Needs assessment is the process of understanding the needs of people affected by an emergency. It provides the basis for welfare service delivery.

The needs assessment framework

Effective needs assessment requires work during readiness, and a flexible response process that can be adapted to any emergency. This is shown in **Figure 14.2**.
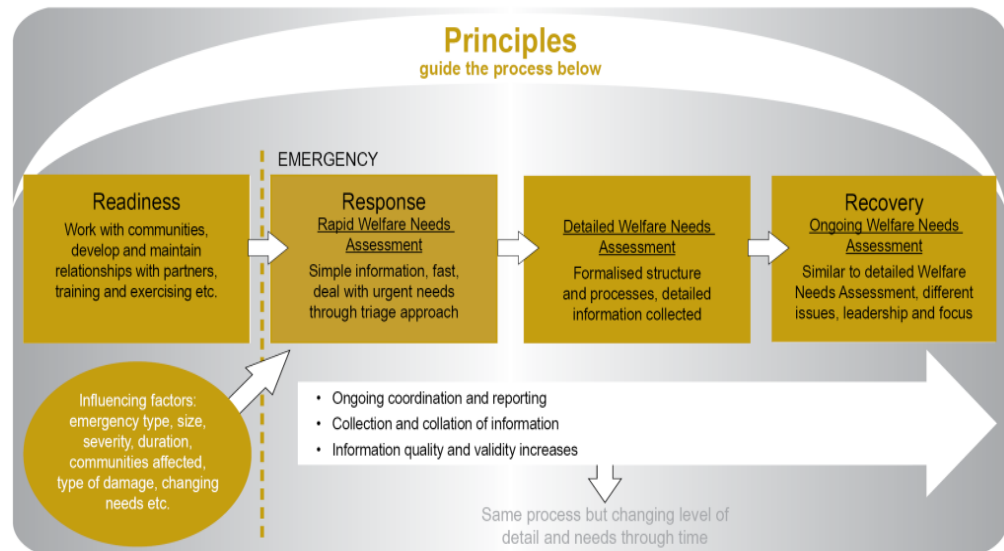
Figure 14.2: The needs assessment framework.

14.7.1 Responsibility and support at the national level

Responsibility at the national level

68 Needs assessment

(1) At the national level, the MCDEM is the agency responsible for providing advice and co-ordinating the needs assessment sub-function.

(2) Needs assessment includes the provision of a system to assist with meeting immediate and ongoing welfare needs, and co-ordinating the actions required to meet those needs, in an integrated and flexible way.

(3) At the national level, the MCDEM provides a system to facilitate the collection of data to inform the assessment of immediate and ongoing welfare needs.

National support agencies

(4) At the national level, support from the following agencies may be required to plan for and co-ordinate an integrated approach to needs assessment:

(a) the Ministry of Foreign Affairs and Trade, in co-ordination with foreign diplomatic missions accredited to New Zealand, to provide information and advice on foreign nationals; and

(b) the Ministry of Health, to co-ordinate a national health service response, including health personnel, and to provide advice on specific human health and disability issues; and

(c) the Ministry for Primary Industries, to co-ordinate information—

(i) provided by rural support trusts and other stakeholder networks about identified needs on farms and in rural communities; and

(ii) about animal welfare; and

(d) the Ministry of Social Development, to determine eligibility for—

(i) financial assistance; and

(ii) temporary accommodation for displaced persons; and

(e) the New Zealand Police, to co-ordinate inquiries and provide information; and

(f) the Office for Disability Issues, to provide information and advice in support of the co-ordination of assistance to people with disabilities; and

> (g) *Te Puni Kōkiri (national and regional offices), to work with other government agencies and CDEM Groups to facilitate and co-ordinate support to Māori who require assistance, and to engage with iwi, hapū, whānau, and Māori communities to ensure that their needs are met; and*
>
> (h) *the New Zealand Red Cross, to co-ordinate the provision of trained New Zealand Red Cross personnel to support community-based needs assessment and outreach; and*
>
> (i) *the Salvation Army, to co-ordinate the provision of its trained personnel to support community-based needs assessment and outreach; and*
>
> (j) *St John, to co-ordinate the provision of ambulance personnel to support the Ministry of Health response to welfare services; and*
>
> (k) *Victim Support, to co-ordinate the provision of trained support workers and personnel to support community-based needs assessment and out-reach.*

Note – Plan clause 68(4)(c)

In this context, 'rural communities' means farming families and primary producers.

14.7.2 Responsibility and support at the CDEM Group level

Responsibility at the CDEM Group level

> (5) *At the CDEM Group level, CDEM Groups are responsible for co-ordinating the needs assessment sub-function, including—*
>
> (a) *collating and analysing identified welfare needs; and*
>
> (b) *working with support agencies, including community-based organisations and networks, to identify and deliver appropriately integrated services and information to address welfare needs.*

CDEM Group level support agencies

> (6) *At the CDEM Group level, support from the following agencies may be required to provide the following services:*
>
> (a) *DHBs, to co-ordinate a regional health service response, including health personnel and the assessment of health and disability requirements; and*
>
> (b) *the Ministry for Primary Industries,—*
>
>   (i) *to identify needs on farms and in rural communities through rural support trusts and other stakeholder networks; and*
>
>   (ii) *to identify animal welfare needs; and*
>
> (c) *the Ministry of Social Development, to determine eligibility for—*
>
>   (i) *financial assistance; and*
>
>   (ii) *temporary accommodation for displaced persons; and*
>
> (d) *the New Zealand Police, to co-ordinate inquiries and provide information; and*
>
> (e) *Te Puni Kōkiri (national and regional offices), to work with other government agencies and CDEM Groups to facilitate and co-ordinate support to Māori who require assistance, and to engage with iwi, hapū, whānau, and Māori communities to ensure that their needs are met; and*
>
> (f) *the New Zealand Red Cross, to provide trained New Zealand Red Cross personnel to support community-based needs assessment and outreach; and*
>
> (g) *the Salvation Army, to provide its trained personnel to support community-based needs assessment and outreach; and*
>
> (h) *St John, to co-ordinate the provision of ambulance personnel to support the regional health response to welfare needs, in consultation with the Ministry of Health and DHBs; and*
>
> (i) *Victim Support, to provide trained personnel to support community-based needs assessment and outreach.*

14.7.3 Further support

Ministry of Health and DHBs

In addition to the support stated above, the national health service response coordinated by the Ministry of Health includes the provision of psychosocial support. A regional health service response coordinated by District Health Boards (DHBs) also includes psychosocial support services.

Ministry of Foreign Affairs and Trade	The Ministry of Foreign Affairs and Trade coordinates with foreign consular missions (as well as foreign diplomatic missions) to provide information and advice on foreign nationals.
Faith-based organisations	Along with the Salvation Army, other faith-based organisations may be able to: ◆ (at the national level) coordinate the provision of their trained personnel to support community-based needs assessment and outreach, and ◆ (at the regional or local level) provide trained personnel to support community-based needs assessment and outreach.
The Ministry of Pacific Island Affairs	At the national level, the Ministry of Pacific Island Affairs works with other government and non-government agencies to ensure that the needs of Pacific communities are met, by: ◆ providing advice and information on Pacific communities ◆ engaging with Pacific peoples ◆ identifying Pacific community leadership. The Ministry of Pacific Island Affairs also provides this support at the regional level (where possible), working with CDEM Groups through regional offices (Auckland, Wellington, and Christchurch).
The Office of Ethnic Communities	At the national level the Office of Ethnic Communities works with other government and non-government agencies to ensure that the needs of ethnic communities are met, by: ◆ providing advice and information on ethnic communities ◆ engaging with ethnic groups ◆ identifying ethnic community leadership ◆ facilitating access to Language Line (a professional telephone-only interpreting service). The Office of Ethnic Communities also provides this support at the regional level (where possible), working with CDEM Groups through regional offices (Auckland, Hamilton, Wellington, and Christchurch).
Support from other agencies	Support may be provided by any other government agency or non-government organisation (in addition to those listed above) that can provide relevant advice or information.
More information	For more information about the needs assessment sub-function, refer to *Welfare Services in an Emergency Director's Guideline [DGL 11/15]*.

14.8 Inquiry sub-function

	69 Inquiry *(1) Inquiry involves identifying people who have been affected by an emergency and assisting family, whānau, and significant others to make contact.*
Responsibility	*(2) The New Zealand Police is the agency responsible for a process to co-ordinate inquiries.*
Usual or pre-planned means of contact	During the first 72 hours of an emergency, all resources (including telecommunications networks and responding agencies) are stretched. The public are encouraged to utilise their usual and pre-planned means of contacting their family, whānau and significant others. Examples of contact methods include usual contact phone numbers; place of residence, social media, planned meeting places or use of websites that may be established during large-scale emergencies. When a member of the public has exhausted these means of contact, and there are genuine fears for the person's safety, an inquiry can be made with Police.

National level support	(3)	At the national level, the following agencies are required to plan for and support the New Zealand Police to facilitate the inquiry process:
		(a) the MCDEM, as the agency responsible for the provision of the CDEM welfare registration system; and
		(b) the Ministry of Education, as the agency responsible for providing enrolment information (when legally able to do so) to the New Zealand Police about the current location of children and their families who have been affected by an emergency; and
		(c) the Ministry of Foreign Affairs and Trade, as the agency responsible for the provision of information about foreign nationals; and
		(d) the Ministry of Health, via contracts with DHBs and primary care and ambulance services, as the agency responsible for patient registration; and
		(e) the New Zealand Red Cross, for the provision of an international tracing facility through International Federation of Red Cross and Red Crescent Societies partners.

Ministry of Foreign Affairs and Trade

The Ministry of Foreign Affairs and Trade coordinates with foreign consular missions (as well as foreign diplomatic missions) to provide information and advice on foreign nationals.

New Zealand Red Cross

In addition to the support described above, the New Zealand Red Cross can provide support to the Inquiry sub-function via Restoring Family Links (RFL); an international service operating in business as usual using social media, telephone directories, club directories, door-to-door visits, or talking to neighbours.

CDEM Group level support	(4)	At the CDEM Group level, the following agencies are required to plan for, and support the New Zealand Police to facilitate, the inquiry process:
		(a) CDEM Groups, using the CDEM welfare registration system; and
		(b) DHBs and primary care and ambulance services, to ensure that patient management systems are maintained and available for inquiry purposes using the National Health Index system (which allows interrogation and enables restricted information to be shared with agencies, such as the New Zealand Police, when requested); and
		(c) the Ministry of Education, to provide (when legally able to do so) information to the New Zealand Police that will assist in identifying children and their families who have been affected by an emergency.

Support from other agencies

Support may be provided by any other government agency or non-government organisation (in addition to those listed above) that can provide relevant advice or information.

Supporting agencies are to provide information from their own registration systems on a regular basis and in a format as agreed with the Police.

More information

For more information about the inquiry sub-function refer to *Welfare Services in an Emergency Director's Guideline [DGL 11/15]*.

14.9 Care and protection services for children and young people sub-function

Care and protection services for children and young people deliver and coordinate statutory care and protection to children and young people who have been identified (after registration in the *CDEM EMIS Welfare Registration System*) as being unaccompanied/separated from their parents, legal guardians, or usual caregivers during an emergency.

Definition of child and young person

A child means a person under the age of 14 years.

A young person is someone aged from 14 years, but under 17 years.

Responsibility	**70**	**Care and protection services for children and young people**
	(1)	*At the national and CDEM Group levels, the Ministry of Social Development, through Child, Youth and Family, is the agency responsible for planning the delivery and co-ordination of statutory care and protection services to those children and young people who have been identified (after registration) as being separated from their parents, legal guardians, or usual caregivers during an emergency.*

National and CDEM Group level support	(2)	*To provide these services, support from the following agencies at both the national and CDEM Group levels may be required:*
	(a)	*the Ministry of Education, to work with education providers to ensure continuity of care to children and young people at educational facilities during an emergency (a handover of care to the New Zealand Police, or another appropriate agency, will occur for those children and young people who cannot be reunited with their parent, guardian, or other approved person within a reasonable time frame); and*
	(b)	*the New Zealand Police, as the agency responsible for a process to co-ordinate inquiries (where inquiries have been made by responding agencies in relation to establishing contact between a child or young person and their family, whānau, or usual caregiver and have not been successful, and the child's or young person's physical or mental well-being is, or is likely to be, impaired, the New Zealand Police will exercise their powers under section 48 (unaccompanied children and young persons) of the Children, Young Persons, and Their Families Act 1989); and*
	(c)	*the New Zealand Red Cross, to support and supervise unaccompanied children during emergencies, as required, and to notify the New Zealand Police as soon as practicable; and*
	(d)	*Te Puni Kōkiri (national and regional offices), to provide independent advice and support to iwi, hapū, whānau, and other Māori communities and to work with central and local government authorities to reconnect tamariki and rangatahi who have become separated from their usual carers during an emergency.*

Support from other agencies	Support may be provided by any other government agency or non-government organisation (in addition to those listed above) that can provide relevant advice or information.

14.9.1 Principles

The following principles underpin the delivery and coordination of services to children and young people separated from their parents, legal guardians, or usual caregivers:

1. Children are kept safe and cared for.

2. Children should be reunited with their parent, legal guardian or usual caregiver as soon as possible.

3. All reasonable steps are taken to reunite children with their parent, legal guardian or usual caregiver before referring to Police.

4. Delivery of welfare services relies on having strong relationships with community organisations and a clear understanding of welfare needs of individuals, families and whānau.

5. Any response needs to recognise the diverse and dynamic nature of emergencies and their consequences on children and young people.

For more information about the care and protection services for children and young people sub-function see the MCDEM publication *Welfare Services in an Emergency Director's Guideline [DGL 11/15]*.

14.10 Psychosocial support sub-function

Psychosocial support during an emergency and throughout the recovery period (irrespective of the duration) is about easing the physical, psychological and social difficulties for individuals, families/whānau and communities, as well as enhancing wellbeing.

Effective psychosocial recovery ensures that other aspects of the recovery process (e.g. rebuilding) do not result in further harm to individuals or their communities.

14.10.1 Responsibility and support at the national level

Responsible agencies	**71 Psychosocial support**
	(1) The Ministry of Health is the agency responsible for co-ordinating the provision of psychosocial support at the national level, and is to provide the required health services by funding, planning, and providing services, including by contracting organisations.
	(2) Psychosocial support following an emergency involves focusing on the psychological and social interventions that will support community recovery.
National level support	*(3) At the national level, support from the following agencies may be required to co-ordinate the following services:*
	(a) the Ministry of Education, to support schools and early childhood providers during the emergency or traumatic incident by working alongside the traumatic incident teams or management teams of those schools and providers to assist them in responding to an emergency or incident and implementing an emergency response plan; and
	(b) the Ministry for Primary Industries, to fund rural support trusts and other organisations to provide psychosocial support to rural communities after an emergency that affects the primary industry sector and that meets the Ministry's funding criteria; and
	(c) the Ministry of Social Development, to provide information and resources to help individuals, families and whānau, and communities to connect to psychosocial support providers; and
	(d) Te Puni Kōkiri (national and regional offices), to provide—
	(i) links to iwi and Māori providers (which can give psychosocial support and work with government agencies, local authorities, and CDEM Groups to ensure that Māori and others are supported); and
	(ii) advice on the most appropriate cultural responses to support Māori affected by an emergency; and
	(e) the New Zealand Red Cross, to provide psychological first aid during emergencies and ongoing psychosocial and bereavement support services as required throughout recovery; and
	(f) the Salvation Army, to provide psychosocial support, including pastoral support, from trained teams; and
	(g) Victim Support, to facilitate access to approved counsellors (who will provide direct support to affected persons during and after an emergency).

Note – Plan clause 71(3)(b)

In this context, 'rural communities' means farming families and primary producers.

More information	For more information about key national-level support agencies and their activities, see the MCDEM publication *Welfare Services in an Emergency Director's Guideline [DGL 11/15]*.
Save the Children New Zealand	In addition to the agencies listed above, Save the Children New Zealand also provides support to the psychosocial support sub-function through the setting up and management of Child Friendly Spaces during emergencies.
	Child Friendly Spaces is a national resource. Any request for this service is to be made to the National Controller. For more information on this programme, search for 'child friendly spaces' at www.savethechildren.org.nz.
Support from other agencies	Support may be provided by any other government agency or non-government organisation (in addition to those listed above) that can provide relevant advice or information.

14.10.2 Responsibility and support at the CDEM Group level

CDEM Group level	*(4) At the CDEM Group level, DHBs are responsible for co-ordinating the provision of psychosocial support services (DHBs advise non-government organisations and primary health organisations on the type and nature of services needed for ongoing psychosocial support).*

CDEM Group level support	(5) At the CDEM Group level, support from the following agencies may be required to provide the following services:
	(a) DHBs, to provide specialist public health, mental health, and addiction services; and
	(b) primary health organisations, to provide general practice and primary care services; and
	(c) the Ministry of Education, to support schools and early childhood providers during an emergency or a traumatic incident by working alongside the traumatic incident teams or management teams of those schools and providers to assist them in responding to the emergency or incident and implementing an emergency response plan; and
	(d) the Ministry for Primary Industries, to fund rural support trusts and other organisations to provide psychosocial support to rural communities following an emergency that affects the primary industry sector and that meets the Ministry's funding criteria; and
	(e) the Ministry of Social Development, to provide information and resources to help individuals, families and whānau, and communities to connect to psychosocial support providers; and
	(f) Te Puni Kōkiri (national and regional offices), to provide—
	(i) links to iwi and Māori providers (which can give psychosocial support and work with government agencies, local authorities, and CDEM Groups to ensure that Māori and others are supported); and
	(ii) advice on the most appropriate cultural responses to support Māori affected by an emergency; and
	(g) the New Zealand Red Cross, to provide psychological first aid during emergencies and ongoing psychosocial and bereavement support services as required throughout recovery; and
	(h) the Salvation Army, to provide psychosocial support, including pastoral support, from trained teams; and
	(i) Victim Support, to provide access in an emergency to trained support workers who deliver direct emotional and practical support, information, and personal advocacy to affected persons during and after emergencies, crime, and trauma, and to facilitate access to approved counsellors as required; and
	(j) community-based organisations and networks to assist affected persons to connect with social support and services; and
	(k) agencies and organisations that provide employee assistance programmes, to consider what support those agencies and organisations require in an emergency.

Note – Plan clause 71(5)(d)

In this context, 'rural communities' means farming families and primary producers.

Support from other agencies	Support may be provided by any other government agency or non-government organisation (in addition to those listed above) that can provide relevant advice or information.
More information	For more information about key CDEM Group-level support agencies and their activities, see the MCDEM publication *Welfare Services in an Emergency Director's Guideline [DGL 11/15]*.

14.10.3 Psychosocial support partners

In addition to the support agencies identified in the *National CDEM Plan 2015*, the psychosocial support sub-function will need to work closely with internal and external partner agencies.

Relationships with these agencies need to be well developed and maintained prior to an emergency.

Internal partners	Internal partners within a DHB include:
	◆ the Public Health Medical Officer of Health, and
	◆ the DHB Incident Management Team (IMT) which includes key representatives from emergency services and support agencies.

External partners   External partners include:

- emergency services
- iwi organisations
- hapū and iwi Māori, and marae communities
- Māori health providers
- funded community-based organisations and voluntary community groups, including (but not limited to):
  - faith-based groups
  - culturally and linguistically diverse (CALD) community groups
  - service organisations
  - groups supporting vulnerable people, and people with disabilities (including those for whānau/families), and
  - rural support networks, providers, or groups.

14.11 Household goods and services sub-function

Basic household goods and services are provided to people who have been displaced or who are sheltering in their usual place of residence as a result of an emergency.

National level responsibility

72	Household goods and services
(1)	*At the national level, the MCDEM is the agency responsible for providing advice and co-ordinating the provision of household goods and services and other essential items (including food, water, groceries, medication, cooking fuel, clothing, bedding, sanitation, and pet food) to people who have been displaced or who are sheltering in place.*

Definition of basic goods and services

Basic household goods and services include food, water, clothing, bedding, and other items or services necessary for warmth, cleaning, preparing food, or general health and hygiene. They are only needed if normal providers are unavailable, unsuitable, or unable to meet demand, for example:

- shops are closed
- electricity is unavailable or unreliable, or
- water/sewerage systems are unavailable or otherwise unreliable.

Basic household goods and services may be required by people who are:

- isolated from normal goods or service providers as a result of the emergency, or
- unable to make purchases themselves because usual payment methods or services are unavailable (internet, Eftpos, Automatic Teller Machines (ATMs) etc).

Basic household goods and services are provided until other methods of supply can be put in place (e.g. local businesses resume and/or usual payment options are available).

National level support

(2)	*At the national level, the following is a selection of agencies that may be required to co-ordinate advice and assistance on the provision of specific services:*
(a)	*the Ministry of Health, to provide advice on health considerations; and*
(b)	*the Ministry for Primary Industries, to provide advice on food safety; and*
(c)	*the New Zealand Defence Force, to provide advice on the co-ordination of the provision and distribution of water, food, and other essential items (including sanitation facilities); and*
(d)	*the New Zealand Food & Grocery Council Incorporated, to provide advice on the provision and distribution of food and grocery items; and*
(e)	*the New Zealand Red Cross, to provide advice on the distribution of water, food, and other essential items; and*
(f)	*the Salvation Army, to support the distribution of household goods and services, especially food, clothing, and furnishings.*

CDEM Group level	*(3)*	*At the CDEM Group level, CDEM Groups are responsible for planning and co-ordinating the provision of household goods and services and other essential items to people who have been displaced or who are sheltering in place.*

CDEM Group level support	*(4)*	*At the CDEM Group level, support from the following agencies may be required to provide the following services:*

(a) DHBs, to provide medication and other items to support primary care and pharmacies and PHUs (supported by territorial authority environmental health officers), and to provide advice on public health issues; and

(b) local authorities, to procure, and co-ordinate the distribution of, household goods and services; and

(c) the Ministry for Primary Industries, to provide advice on food safety; and

(d) the New Zealand Defence Force, to support the provision and distribution of water, food, and other essential items (including sanitation facilities); and

(e) the New Zealand Food & Grocery Council Incorporated, to provide advice on the provision and distribution of food and grocery items; and

(f) the New Zealand Red Cross, to support the distribution of household goods and services; and

(g) the Salvation Army, to support the distribution of household goods and services, especially food, clothing, and furnishings.

14.11.1 Further support

In addition to the support stated above, the following agencies can provide further support to the household goods and services sub-function:

◆ **Ministry of Health**: advice on ongoing healthcare provisions

◆ **DHBs**: advice, resources, and services for affected communities

◆ **Public Health Units**: advice (including safety of water) and public health services (supported by local authority Environmental Health Officers) to the health and CDEM sectors and affected communities

◆ **Local authorities**: Environmental Health Officers to provide advice (including safety of water) and public health services (in support of PHUs) to the health and CDEM sectors and affected communities.

Support for the household goods and services sub-function may also be provided by:

◆ **Local community organisations**: Support in the provision and distribution of household goods and services in line with local planning arrangements.

◆ **Local businesses**: Support in the provision and distribution of household goods and services in line with local planning arrangements.

Support from other agencies	Support may be provided by any other government agency or non-government organisation (in addition to those listed above) that can provide relevant advice or information.

CDEM Groups/local authorities may collaborate with other agencies and organisations on the provision of household goods and services at the local and regional level, as shown in **Table 14.1**.

Table 14. 1 Further support for household goods and services.

Agency	Nature of collaboration
Ministry of Social Development	To understand the needs of those affected to ensure that they are met through the most appropriate channel, avoiding duplication of services and assistance.

14.11.2 Donated goods

Donated goods are not considered part of the household goods and services sub function. Donations of goods are discouraged in favour of financial donations. However, donation of services (such as delivery, trade services and access to facilities) may be of benefit to the response.

The management of unsolicited donated goods can interfere with the response effort, waste time and resources, create negative public relations and hinder longer-term recovery efforts.

CDEM Groups and local authorities should have arrangements in place, including partnerships with other agencies, to manage any donated goods.

See the MCDEM publication *Donated Goods Management Planning: Best Practice Guide [BPG 2/06]* to assist CDEM Groups and local authorities to plan for the management of donated goods after an emergency.

14.12 Shelter and accommodation sub-function

The provision of shelter and accommodation is for people who have to leave their homes as a result of an emergency (displaced people).

Sheltering in place (remaining in usual place of residence or home), when possible and safe to do so, is best practice, and the preferred option when providing this welfare service.

People affected by an emergency should only be sheltered or accommodated elsewhere when it is impractical or unsafe for them to remain in their own home.

Provision of shelter and accommodation	**73**	**Shelter and accommodation**
	(1)	*The provision of shelter and accommodation is for people who have to leave their homes as a result of an emergency (**displaced people**).*
	(2)	*This sub-function is divided into the following categories:*
		(a) *shelter, provided, usually in a communal facility (possibly, but not necessarily, a pre-designated civil defence centre), for only a few days to protect displaced people from the elements and danger (some basic welfare services may be provided at the facility); and*
		(b) *emergency accommodation, provided to displaced people who cannot return to their homes for short periods, generally only a few days and not more than about 2 weeks; and*
		(c) *temporary accommodation, provided to displaced people who cannot return to their homes for a prolonged period (generally several weeks, months, or, possibly, years).*

Responsibilities	(3)	*At the national level, the MCDEM is the agency responsible for providing advice and co-ordinating the provision of shelter and emergency accommodation.*
	(4)	*The Ministry of Business, Innovation, and Employment is the agency responsible for the co-ordination of the provision of temporary accommodation, in particular,—*
		(a) *planning in advance for service delivery and technical support systems; and*
		(b) *prompting information gathering and analysis to ascertain the likely temporary accommodation demand and the most appropriate supply options for the affected populations; and*
		(c) *encouraging operational partnerships at both national and CDEM Group level for successful implementation of temporary accommodation plans.*

Agency support	(5)	*Support from the following agencies is required to plan for and co-ordinate the provision of shelter and accommodation services:*
		(a) *CDEM Groups,—*
		(i) *to assess, within their CDEM Group area, the need for shelter and emergency accommodation for displaced people, including displaced people from another region; and*
		(ii) *to co-ordinate the provision of shelter and emergency accommodation within their CDEM Group area for displaced people, including displaced people from another region; and*

> (iii) to provide the Ministry of Business, Innovation, and Employment with advice, information, and access to council-controlled temporary accommodation facility options; and
>
> (b) Housing New Zealand Corporation, to provide the Ministry of Business, Innovation, and Employment with advice, information, and access to Housing New Zealand Corporation temporary accommodation options (buildings and landholdings); and
>
> (c) the Ministry of Education, to link CDEM Groups with appropriate school boards of trustees for advice, information, and access to shelter or emergency accommodation options (buildings and landholdings); and
>
> (d) the Ministry of Health, to link CDEM Groups or the Ministry of Business, Innovation, and Employment, or both, with DHBs for advice and information about managing any environmental health or communicable disease risks to public health associated with shelter, emergency accommodation, and temporary accommodation facilities; and
>
> (e) the Ministry of Social Development, to determine eligibility for temporary accommodation for displaced persons; and
>
> (f) the New Zealand Defence Force, to provide the MCDEM, CDEM Groups, and the Ministry of Business, Innovation, and Employment with advice, information, and access to shelter, emergency accommodation, and temporary accommodation options (buildings and landholdings) in accordance with section 9 of the Defence Act 1990; and
>
> (g) Te Puni Kōkiri national and regional offices, to provide—
>
> > (i) advice and assistance to CDEM Groups to link with marae that can assist with shelter and emergency accommodation and manaa-kitanga (care and support); and
> >
> > (ii) advice to the Ministry of Social Development so that appropriate assessments of needs are undertaken for temporary accommodation for displaced Māori; and
> >
> > (iii) advice and assistance to the Ministry of Business, Innovation, and Employment so that appropriate matching and placement case management for temporary accommodation for displaced Māori are undertaken; and
> >
> > (iv) advice and assistance to the Ministry of Business, Innovation, and Employment to link with marae and appropriate marae trustees for advice, information, and access to marae temporary accommodation options (buildings and landholdings); and
>
> (h) the Salvation Army, to provide CDEM Groups with advice, information, and access to Salvation Army shelter and emergency accommodation, and to support displaced people living in shelter or emergency accommodation.

14.12.1 Further support

Support may be provided by any other government agency, non-government organisation, or business (in addition to those listed above) that can provide relevant advice, information, or services. **Table 14.2** shows some examples.

Table 14. 2 Further support to the shelter and accommodation sub-function.

Agency	Support
Local authorities	Providing access to buildings, land and other infrastructure and/or expediting regulatory approvals to ensure timely delivery of temporary accommodation solutions. Delivering shelter and emergency accommodation.
Commercial providers	Provision of temporary accommodation solutions, e.g. hotel/motel operators, building and construction and property management services
Community-based organisations	Assisting with the provision of pastoral care and recovery support services for displaced people seeking or occupying temporary accommodation.

14.12.2 Shelter and accommodation options

Figure 14.3 shows some of the options affected people may take, resulting in either displacement or sheltering in place. Pathways may not be linear and will depend on the circumstances of the emergency.
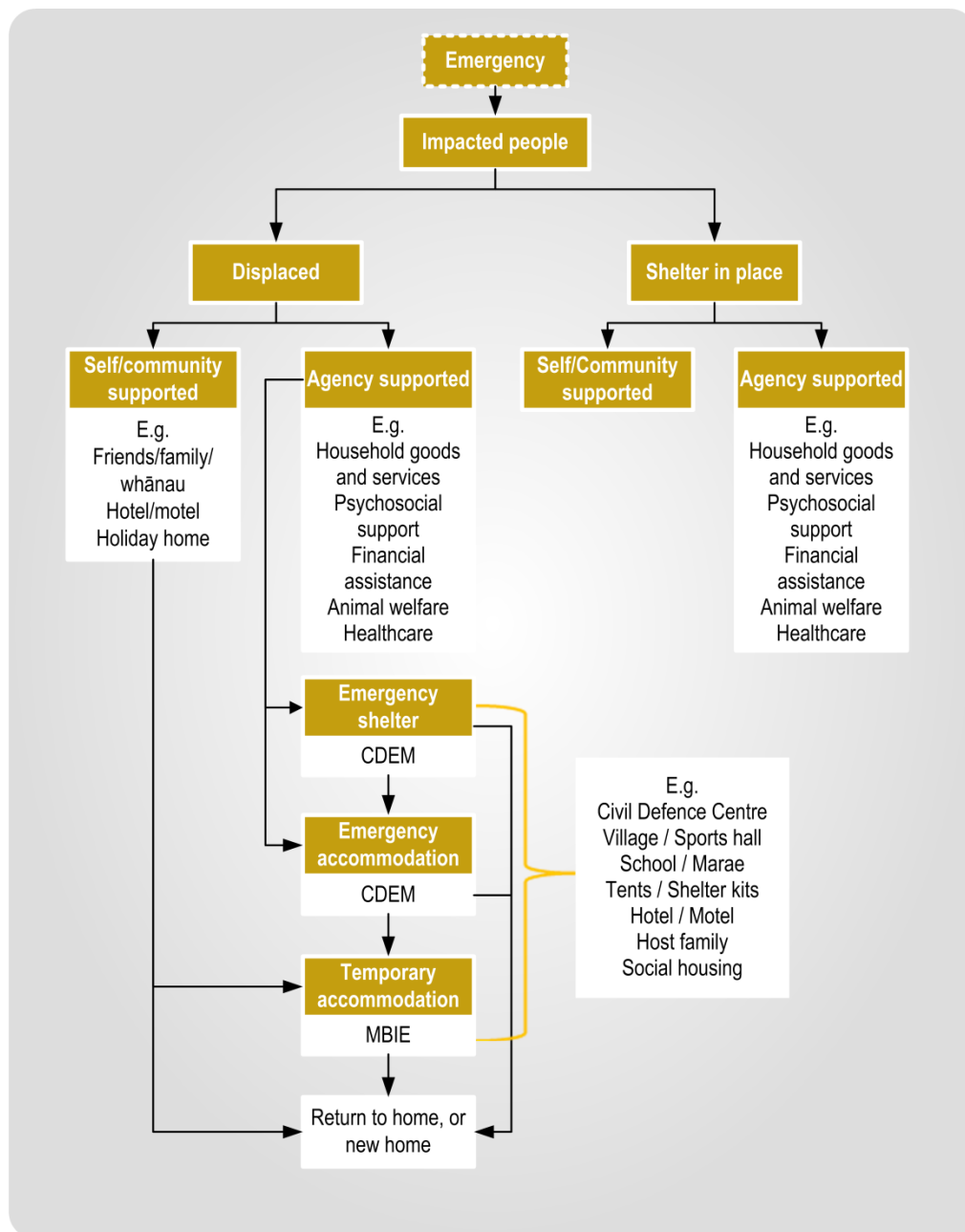
Figure 14.3: Shelter and accommodation options.

More information   For more information about the shelter and accommodation sub-function, refer to *Welfare Services in an Emergency Director's Guideline [DGL 11/15].*

14.13 Financial assistance sub-function

Financial assistance involves the provision of information about, and access to, the range of financial assistance available to people affected by an emergency.

Responsibility

74   Financial assistance

(1)   *The Ministry of Social Development is the agency responsible at the national and CDEM Group levels for the co-ordination of the financial assistance subfunction.*

(2)   *The Ministry of Social Development co-ordinates the provision of information about, and access to, the range of financial assistance available to people affected by an emergency.*

National level support

(3)   *At the national level, support from the following agencies may be required to plan for and co-ordinate the following services:*

(a)   *the Accident Compensation Corporation, to ensure—*

    (i)   *claimants who are unable to work because of a covered injury receive, or continue to receive, weekly compensation payments (in lieu of their salary); and*

    (ii)   *the continuation of payments to treatment providers or the deferral of levy payments in certain circumstances; and*

(b)   *the Earthquake Commission, to provide information about—*

    (i)   *claim lodgement and the settlement processes for natural disaster damage as defined in the Earthquake Commission Act 1993; and*

    (ii)   *settlement of valid claims under the Earthquake Commission Act 1993 by way of payment, reinstatement, or replacement at the Earthquake Commission's discretion; and*

(c)   *the Inland Revenue Department, to provide tax relief and income assistance through a range of measures; and*

(d)   *the Insurance Council of New Zealand, to provide specific disaster recovery information to assist with minimising loss, information on how to lodge insurance claims, and insurance company contacts; and*

(e)   *the Ministry of Business, Innovation, and Employment, to help businesses to recover by providing information and support; and*

(f)   *the Ministry for Primary Industries, to provide, after an emergency affecting primary industry sector producers, on-farm relief that meets the Ministry's funding criteria; and*

(g)   *the New Zealand Red Cross, to manage a national relief appeal and financial support services in the form of an independent relief or recovery cash grant process; and*

(h)   *the Salvation Army, to manage a relief appeal to assist affected persons in the most appropriate way.*

CDEM Group level support	(4) At the CDEM Group level, support may be required by the following organisations:

(4) At the CDEM Group level, support may be required by the following organisations:

    (a) local authorities,—

        (i) to participate in a disaster relief fund trust (if such a trust has been established in the region); and

        (ii) to manage and administer mayoral relief funds; and

    (b) the Accident Compensation Corporation,—

        (i) to provide compensation to claimants with a covered injury as a result of the emergency; and

        (ii) to ensure the continuation of payments to treatment providers or the deferral of levy payments in certain circumstances; and

    (c) the Earthquake Commission, to provide information about—

        (i) claim lodgement and the settlement processes for natural disaster damage as defined in the Earthquake Commission Act 1993; and

        (ii) settlement of valid claims under the Earthquake Commission Act 1993 by way of payment, reinstatement, or replacement at the Earthquake Commission's discretion; and

    (d) the Inland Revenue Department, to deliver tax relief and income assistance; and

    (e) the Ministry of Business, Innovation, and Employment, to help businesses to recover by providing information and support; and

    (f) the Ministry for Primary Industries, to provide, after an emergency affecting primary industry sector producers, on-farm relief that meets the Ministry's funding criteria; and

    (g) the Salvation Army, to manage a relief financial appeal to assist affected persons in the most appropriate way; and

    (h) community-based organisations and networks, to assist affected persons to connect with financial assistance and services.

Extra measures of assistance	(5) Depending on the consequences of an emergency, the Government may authorise extra measures of assistance.

14.13.1 Further support

Support may be provided by any other government agency or non-government organisation (in addition to those listed above) that can provide relevant advice or information. **Table 14.3** shows some examples.

Table 14. 3 Further support to the financial assistance sub-function.

Agency	Support
Community based organisations and networks	e.g. Some Rural Support Trusts can take a lead role coordinating rural recovery. In classified medium and large-scale events MPI funds agreed activities of Rural Support Trusts in support of farming families and primary producers' recovery. MPI does not cover funding for localised scale events.
Industry organisations	e.g. Dairy NZ, Beef + Lamb New Zealand, and Rural Women New Zealand (among others) - provide information to help farmers cope with and recover from adverse events including financial planning and farm management advice.
Business groups	e.g. Chambers of Commerce mentoring activities
Banks and financial organisations	e.g. financial planning advice for customers.

For more information about the financial assistance sub-function, refer to *Welfare Services in an Emergency Director's Guideline [DGL 11/15].*

14.14 Animal welfare sub-function

All animal owners, or persons in charge of animals, should develop their own plans to care for their animals during emergencies.

The role of the animal welfare sub-function is to help provide for the needs of animals when their owners (or persons in charge) are not able to do so themselves, because of the consequences of the emergency.

The animal welfare sub-function includes the provision of animal rescue, animal shelter, food, water, husbandry, and veterinary care and other essentials for all animals.

Responsibilities

75   Animal welfare

(1)   *All animal owners, or persons in charge of animals, should develop their own plans to care for their animals during emergencies.*

(2)   *At the national and CDEM Group levels, the Ministry for Primary Industries is the agency responsible for—*

   (a)   *co-ordinating the provision of the animal welfare services sub-function (including animal rescue, animal shelter, food, water, husbandry, and veterinary care and other essentials) for all animals, including companion animals, production animals, animals in research, testing, and teaching facilities, zoo and circus animals, and wildlife; and*

   (b)   *co-ordinating the planning for animal welfare in emergencies; and*

   (c)   *maintaining the Government's reporting and advisory capability on animal welfare in an emergency.*

Agency support

(3)   *To provide those services, support from the following agencies at both the national and CDEM Group levels may be required:*

   (a)   *Federated Farmers of New Zealand, to provide direct support and co-ordination services to commercial livestock owners to assist in mitigating animal suffering as a result of an emergency; and*

   (b)   *the New Zealand Companion Animal Council, to provide support services to companion animal owners to assist in mitigating animal suffering as a result of an emergency and returning animals to their owners; and*

   (c)   *the New Zealand Veterinary Association,—*

      (i)   *to provide advice on where veterinary treatment can be obtained; and*

      (ii)   *to provide assistance in alleviating animal suffering through the co-ordination of the provision of advice, feeding, relocation, or sheltering of animals during and after an emergency; and*

      (iii)   *to co-ordinate the provision of trained veterinary personnel to assist in affected areas; and*

      (iv)   *to ensure rapid communication of relevant information to veterinary members and branches, especially to and from affected areas; and*

   (d)   *the Royal New Zealand Society for the Prevention of Cruelty to Animals, to provide direct support and co-ordination services to companion animal owners to assist in mitigating animal suffering as a result of an emergency; and*

   (e)   *territorial authorities, through animal control or animal services, to provide direct support and co-ordination services to companion animal owners to assist with the care, relocation, and housing of companion animals, and other animals, in response to an emergency; and*

   (f)   *World Animal Protection, which may provide support in the event of a national emergency, if formally requested, in the form of an animal emergency management response (which could take the form of veterinary support, help with setting up and running temporary animal shelters, and provision of animal food).*

(4)   *Additional agencies listed in The Guide may be required at the national and CDEM Group level to provide animal welfare services.*

Support from other agencies

Support may also be provided by any other agencies or individuals that can provide relevant advice or information at national, regional, or local levels.

| Death and disposal of animals | (5) | *The Ministry for Primary Industries will advise local authorities on the disposal of dead animals.* |
| | (6) | *Medical officers of health and health protection officers will advise local authorities on the public health issues that may result from the death and disposal of animals.* |

14.14.1 Role of industry organisations in response and recovery

Many industry organisations may contribute to the animal welfare sub-function in response and recovery. These organisations, and details of the activities they carry out in response and recovery, are shown below.

Federated Farmers of New Zealand

Federated Farmers of New Zealand has a National Office based in Wellington, and 12 Regional Offices.

Federated Farmers receives Met-Service weather warnings and other warnings of emergencies from

CDEM Groups and will activate a response service at the discretion of provincial executives and the National Office. The response service operates as follows:

- activation of the 0800 FARMING number
- Notification of the emergency via SMS service to members that can also be used to request information about immediate needs.

This information is reported to relevant agencies including MPI.

Federated Farmers has a network of members that can access heavy equipment such as diggers and tractors, and volunteers and field officers are available to assist with meeting animal welfare needs during and following an emergency.

For further information, visit www.fedfarm.org.nz (search for 'adverse events').

Fonterra

Fonterra have dedicated Emergency Response Teams for each of their 26 sites. The major focus of the teams is the response and restoration of the Fonterra sites, but they may be deployed as required to support the 10,500 Fonterra suppliers. Multiple teams may be deployed to provide a larger team in a given area.

Support in an emergency ranges from technical advice to water tankers and sandbagging, and has included sourcing and supplying dozens of generators to keep milking sheds operating during and following a flood.

Response coordination is via Fonterra area managers, who act as key coordination points across Fonterra's business sectors and with other organisations.

For further information, visit www.fonterra.com.

Dairy NZ

Dairy NZ works closely with all dairy companies, including Fonterra. Fonterra has a direct relationship with each supplier, and Dairy NZ has an industry focus. Regional Dairy NZ teams of 5-6 people are based in nine regions. In addition there are five regionally based Animal Husbandry Extension Specialists.

Communication channels with members include prompt email and SMS alerts, both to and from farmers and rural professionals. The Dairy NZ website contains resources and information for managing during an adverse event as well as for recovery activities.

Dairy NZ works with animal welfare practitioners and is supported by the New Zealand Veterinary Association, Federated Farmers of New Zealand, banks and Rural Support Trusts with the aim to restore farms to a more resilient position following an emergency.

For further information, visit www.dairynz.co.nz (search for 'adverse events').

Beef and Lamb New Zealand	Beef and Lamb New Zealand provide technical advice to farmers about adverse weather events where stock are likely to be impacted, and also offer extensive information on managing stock following a volcanic eruption.
	Beef and Lamb New Zealand communications channels can be used to reach sheep and beef farmers across New Zealand or target particular regions.
	For further information, visit www.beeflambnz.co.nz/farm (select 'farm facts & resources').
Deer Industry New Zealand	Deer Industry New Zealand can act as a rapid communication channel to reach deer farmers during an emergency.
	For further information, visit www.deernz.org.nz (search for 'welfare' and 'codes of welfare').
NZ Pork	NZ Pork provides a communication network to and from commercial pig farmers. NZ Pork has a central and regional structure and can aggregate information and communicate as needed.
	NZ Pork is an affiliated member of Federated Farmers, has close links with industry veterinarians, and can link to Rural Support Trusts as appropriate.
	For further information, visit www.nzpork.co.nz (search for 'welfare resources').
NZ Equine Health Association	The New Zealand Equine Health Association (NZEHA) is a pan-equine industry coordinating group on matters relating to the health and welfare of equine animals in New Zealand.
	In an emergency affecting horses, the NZEHA could convene and mount an equine response module if there were serious equine issues to be addressed. The response would follow a simple CIMS structure in line with plans for biological responses.
	The NZEHA is the source of information regarding the status of equine issues. Within NZEHA representative sectors there is capability to undertake:
	◆ response leadership and coordination
	◆ communication
	◆ needs assessment
	◆ warnings/notifications/alerts
	◆ resource facilitation (people and products).
	NZEHA could call upon a number of facilities to act as coordination points, depending on location and scale of response, including:
	◆ NZ Racing (Wellington)
	◆ NZ Thoroughbred Racing (Wellington)
	◆ Harness Racing (Christchurch)
	◆ Equestrian Sports NZ (Wellington)
	◆ NZ Thoroughbred Breeders (Auckland)
	◆ Royal Agricultural Society (Christchurch)
	◆ NZ Pony Club (Hawkes Bay)
	◆ Service Sector offices (Auckland)
	◆ NZ Veterinary Association Equine Branch member facilities – nationwide.
	For further information, visit www.nzeha.com.
Meat Industry Association	All meat processing plants have their own emergency response plans and procedures for evacuation. Trained rescue squads liaise with local specialist emergency services. All processing plants have veterinarians, and staff and equipment able to carry out humane slaughter of animals. Grazing land and stock yards adjacent to the plants could be used as animal holding facilities if required.
	For further information, visit www.mia.co.nz (see section 13 of Health and Safety Guidelines.)

Poultry Industry Association of New Zealand	The Poultry Industry Association of New Zealand is the organization that represents the interests of poultry meat producers in New Zealand. For further information, visit www.pianz.org.nz.
Egg Producers Federation of New Zealand	The Egg Producers Federation of New Zealand represents all commercial egg farmers across all farming types. For further information, visit www.eggfarmers.org.nz.
Road Transport Forum New Zealand	The Road Transport Forum is the national body representing the commercial road freight industry. Membership comprises over 80% of road freight operators in New Zealand. For further information, visit www.rtfnz.co.nz.

14.14.2 Role of non-government organisations in response and recovery

Many non-government organisations may contribute to the animal welfare sub-function in response and recovery. These organisations, and details of the activities they carry out in response and recovery, are shown below.

World Animal Protection	World Animal Protection has one New Zealand office in Auckland which is in regular communication with global and regional offices and the International Head Office in London. In a national emergency, if formally requested by the New Zealand Government, World Animal Protection can activate its disaster response teams based in Thailand, Costa Rica, India and England. The teams of 20 consist of veterinarians and technical support personnel (including logistics, communications, disaster response managers, project officers). Disaster Response Teams can generally be deployed within 72 hours of a request being approved by World Animal Protection International Head Office for up to a month, depending on personnel availability and resources. Team Members can provide the following 24/7 response services:

- animal rescue
- veterinary care
- response management
- provision of animal food and veterinary medication
- establishment and short term management of temporary animal shelters
- establishment and short term management of mobile veterinary clinics
- crisis communication assistance, and
- animal welfare needs assessment (e.g. identify at risk and vulnerable animals).

For further information, visit www.worldanimalprotection.org.

New Zealand Companion Animal Council	New Zealand Companion Animal Council (NZCAC) membership is comprised of over 80 organisations and individuals. Several NZCAC members (both organisations and individuals) have emergency management plans in place.

NZCAC has a 24/7 response capability as follows:

- Provision of coordinated assistance, advice and support

- Rapid communication updates with all members

- Activation and support of the New Zealand Companion Animal Register (NZCAR), the largest New Zealand based repatriation database for microchipped animals (over 300,000 records on file). The NZCAR is backed up offshore, can be accessed by landline and mobile devices and is available 24/7. Normal operation via 0800 telephone support from 8.00am-10.00pm can also be increased to 24/7 in a national emergency.

- NZCAR work in partnership with other agencies such as PetsontheNet, National Dog Database, as well as overseas databases including the Australasian Animal Registry (AAR).

- NZCAR has substantial capacity to assist with a wide range of companion animals in relation to an emergency ranging from Auckland to Christchurch, with:

    – resources such as crates, cages, temporary housing, fostering, animal medication, pet food

    – animal welfare

    – veterinary and veterinary nursing support, and

    – advice.

For further information, visit www.nzcac.org.nz.

Massey University, Palmerston North: Institute of Veterinary, Animal and Biomedical Sciences	The Institute of Veterinary, Animal and Biomedical Sciences is a world leader in its field. Work includes:

- advancing knowledge in animal health and welfare, biosecurity, conservation and sustainable productivity

- working with governments, other universities, international and national organisations and companies to improve animal and human health.

For further information, visit www.massey.ac.nz (search for 'veterinary and animal sciences').

Massey University Palmerston North: Wildbase Hospital, Veterinary Teaching Hospital	Wildbase Hospital is New Zealand's only dedicated wildlife hospital, providing medical and surgical care and rehabilitation to sick and injured native animals so they can be returned to the wild.

For further information, visit www.massey.ac.nz (search for 'wildbase hospital').

New Zealand Veterinary Association (NZVA)	The New Zealand Veterinary Association head office is in Wellington and coordinates a number of regional branches and species and specialisation branches.

If formally requested, NZVA can coordinate and direct response actions from veterinarians, veterinary support staff, and veterinary practices throughout New Zealand at either local, regional or national level.

Services available include:

- emergency veterinary services
- animal rescue
- assessment of animal needs
- animal medication and treatments
- animal care and husbandry
- management and assistance in animal shelters
- assistance with relevant communications
- coordination of veterinary input into disaster locations
- a register of veterinarians able to provide specialised services e.g. wildlife, equine, companion animal, production animal
- a register of veterinarians and support staff trained in emergency work e.g. Urban Search and Rescue, Veterinary Emergency Response Teams.

For further information, visit www.nzva.org.nz.

Royal Society for the Prevention of Cruelty to Animals (RNZSPCA)

RNZSPCA may be able to perform a support role in the response and recovery phases of an emergency. Response capability is dependent on the location of RNZSPCA centres.

National coordination of response and recovery efforts is via the network of RNZSPCA centres.

Services which may be available (depending on the location and scale of the emergency) include:

- housing animals in need
- transportation
- Animal rescue response, and
- providing assistance to animal owners.

For further information, visit www.rnzspca.org.nz.

Rural Women New Zealand

Rural Women New Zealand is a charitable, membership-based organisation which supports people in rural communities through opportunities, advocacy and connections.

Rural Women New Zealand has a diverse membership and is a leading representative body providing information, support, practical learning and leadership opportunities. Activities include promoting and advocating on rural health, education, land and social issues.

For further information, visit www.ruralwomen.org.nz.

Zoo and Aquarium Association (ZAA)

The Zoo and Aquarium Association (ZAA) is the peak body representing the zoo and aquarium community throughout Australasia. The Association has 99 member organizations; 94 of these are zoos, aquariums and museums with the remainder consisting of universities, TAFEs and government departments.

The Association manages the coordination of breeding programs and sets the level of professional standards and practice for its members. It also provides general support and advice where required to its members and governments on a range of issues such as biosecurity, wildlife disease and species knowledge.

The ZAA collaborates on a broad range of topics, including disease preparedness and emergency planning.

For further information, visit www.zooaquarium.org.

American Association for Laboratory Animal Science (AALAS)	The American Association for Laboratory Animal Science (AALAS) is a membership association of professionals employed around the world in academia, government, and private industry who are dedicated to the humane care and treatment of laboratory animals, as well as the quality research that leads to scientific gains that benefit people and animals. AALAS provides educational materials to laboratory animal care professionals and researchers, administers certification programs for laboratory animal technicians and managers, publishes scholarly journals, supports laboratory animal science research, and serves as the premier forum for the exchange of information and expertise in the care and use of laboratory animals.
	Some New Zealand research, testing and teaching facilities have developed response plans specific to each facility.
	For further information on disaster preparedness, visit www.aalas.org/iacuc for useful resources, including disaster preparedness.

14.14.3 Role of government organisations in response and recovery

Many government organisations may contribute to the animal welfare sub-function in response and recovery. These organisations, and details of the activities they carry out in response and recovery, are shown below.

Territorial authorities through animal control or services	Animal Control or Animal Services, at each territorial authority, provide assistance and support for displaced animals through transportation, sheltering and welfare needs with temporary animal shelters.
	For further information, visit www.animalcontrol.org and local authority websites.
National Oiled Wildlife Response Team (established by Maritime New Zealand)	New Zealand has a National Oiled Wildlife Response Team (NOWRT) that services birds and other oil affected shoreline animals. The NOWRT is comprised of personnel from every region in New Zealand; the core members being located at Massey University, Palmerston North. The core members at Massey University would lead the oiled wildlife response in the event of a national scale (TEIR 3) marine oil spill. At all other times they ensure New Zealand's continued oiled wildlife preparedness through planning, maintenance of the national equipment stockpile and two mobile oiled wildlife wash containers located at Massey University, maintenance of the NOWRT responder list, training of NOWRT members, and exercising national and regional oiled wildlife response plans. The NOWRT has national coverage with the ability to establish oiled wildlife response facilities in any region of New Zealand.
	The NOWRT was established by Maritime New Zealand specifically for oil polluted marine environments but it could also be utilised in the event of a liquid chemical spill due to a natural hazard or other emergency. For further information refer to chapter 9 of the *National Marine Oil Spill Contingency Plan*, available at www.maritimenz.govt.nz (search for 'national contingency plan').
Department of Conservation	The Department of Conservation, through an operational structure at both regional and national levels for the management of wildlife, can respond if required in natural or human-induced emergencies. The Department of Conservation undertakes emergency management using the Coordinated Incident Management System (CIMS) and many staff are CIMS trained.
	Emergency response experience includes wildfire, whale stranding, oil spills and earthquakes.
	Operational field skills include logistics and planning, boat handling, all-terrain vehicles (ATVs), four wheeled drive (4WD), back country travel and camping, outdoor health and safety.
	Department of Conservation staff can provide technical advice on native wildlife and animal related field skills include bird, lizard, frog and bat identification, catching, handling, transport and husbandry.
	For further information, visit www.doc.govt.nz.

14.15 References and links

Other sections of the Guide	◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Section 7, Clusters
	◆ Section 9, New Zealand Police
	◆ Section 11, Health and disability services
	◆ Section 17, Reduction
	◆ Section 18, Readiness
	◆ Section 19, Planning
	◆ Section 21, Exercising and testing
	◆ Section 24, Response
	◆ Section 26, National Crisis Management Centre
	◆ Section 28, Public information management
	◆ Section 29, Logistics
	◆ Section 32, Recovery
Other documents	◆ Ministry of Civil Defence & Emergency Management (2015) *Welfare Services in an Emergency Director's Guideline for Civil Defence Emergency Management Groups [DGL 11/15]*; ISBN 978-0-478-43513-9 (www.civildefence.govt.nz – search for 'welfare services in an emergency')
	◆ Ministry for Primary Industries (2015) *Animal Welfare Emergency Management technical reference document* (yet to be published)
	◆ Ministry for Primary Industries *Primary Sector Recovery Policy.* This Policy guides any additional central Government recovery assistance to severely impacted rural communities and individuals following adverse events, including natural disasters, severe weather, and biosecurity incursions. (www.mpi.govt.nz – search for 'adverse events')
	◆ The Sphere Project (2011) *The Sphere Handbook 2011: Humanitarian Charter And Minimum Standards In Humanitarian Response 2011 Edition*; ISBN 1908176016 (www.spherehandbook.org)
	◆ *Privacy Act 1993* (www.legislation.govt.nz)
	◆ *Civil Defence National Emergencies (Information Sharing) Code 2013* (www.privacy.org.nz)
	◆ *Vulnerable Children Act 2014* (www.legislation.govt.nz)
	◆ Ministry of Civil Defence & Emergency Management (2013) *Volunteer Coordination in CDEM Director's Guideline for CDEM Groups [DGL 15/13]*; ISBN 978-0-478-36802-2 (www.civildefence.govt.nz – search for 'volunteer coordination')
	◆ Ministry of Civil Defence & Emergency Management (2013) *Including people with disabilities: Information for the CDEM Sector [IS 13/13]*; ISBN 978-0-478-35574-1 (www.civildefence.govt.nz – search for 'including people with disabilities')
	◆ Ministry of Civil Defence & Emergency Management (2013) *Including culturally and linguistically diverse (CALD) communities: Information for the CDEM Sector [IS12/13]*; ISBN 978-0-478-35573-4 (www.civildefence.govt.nz – search for 'CALD')

15. Building management

Summary
Buildings provide for safety, economic and social well-being, and lifeline utilities services. Building management in an emergency requires having coordinated readiness, response, and recovery arrangements in place that involve building owners, territorial authorities, CDEM Groups, agencies, and building professionals.

Contents
The section contents are:

15.1 Introduction

76 Introduction

(1) *Buildings provide for safety, economic and social well-being, and lifeline utilities services.*

(2) *The Building Act 2004 and subordinate instruments aim to ensure the effective structural and functional performance of buildings and structures, and the safety of people in and around them (which includes ensuring that buildings are not constructed on land known to pose a hazard).*

(3) *Building management requires having co-ordinated readiness, response, and recovery arrangements in place that involve building owners, territorial authorities, CDEM Groups, agencies, and building professionals.*

15.2 Objective

77 Objective

The objective of building management in an emergency is to—

(a) *protect life and promote safety within and in the vicinity of each building; and*

(b) *minimise damage to and loss of property; and*

(c) *restore building functions as soon as possible to minimise social and economic consequences of the emergency; and*

(d) *minimise losses or disruption of lifeline utility services that are in or near any building.*

15.3 Principles

78 Principles

The principles underlying building management are to—

(a) *adhere to the relevant statutory requirements (including the provisions of the Building Act 2004, because it provides the primary means of reducing the risk to people in and near buildings that may arise during an emergency, enabling people to use buildings without unduly endangering their well-being); and*

(b) *understand that managing buildings in an emergency is best achieved through efficient and effective management of each building and stocks of buildings on an ongoing basis; and*

(c) *encourage all agencies and individuals involved in building management to plan for readiness and to maintain arrangements that enable collaborative responses in an emergency; and*

(d) *ensure that building professionals have demonstrable levels of competence, capability, and understanding of their responsibilities in undertaking readiness and response roles to manage buildings in an emergency; and*

(e) *use common methods and standards for collecting and communicating information on the safety and functional status of buildings to assist building management in an emergency at national, CDEM Group, and local levels; and*

(f) *ensure that agencies, CDEM Groups, and territorial authorities that lead aspects of building management in an emergency provide timely information to affected communities, building owners, and occupiers; and*

(g) *encourage, as part of readiness, each territorial authority to collect information for each building, including information on—*

　(i) *its precise location, form and materials of construction, age, use, occupancy, heritage value, and earthquake-proneness; and*

　(ii) *any known critical structural weaknesses; and*

　(iii) *any critical lifeline utility services located in or near it; and*

　(iv) *its ownership and management arrangements.*

Emergency management of buildings	The *Building Act 2004* provides powers to manage buildings which are deemed dangerous or insanitary. The *Building Act 2004* is adequate for most situations resulting in building risk. However, in some circumstances, it would be appropriate to use the powers in the *CDEM Act 2002,* noting that placards and cordons placed under that Act expire at the end of any state of emergency.
	The Ministry for Business, Innovation, and Employment (MBIE) is responsible for issuing guidance to territorial authorities on planning for emergency management of buildings. This guidance is available at www.building.govt.nz (search for 'post disaster building management').

15.4 Management of buildings during reduction and readiness

Building developers, owners	**79 Management of buildings during reduction and readiness**
	(1) *Building developers and owners are responsible for ensuring that buildings are designed, constructed, managed, and maintained in accordance with applicable statutory requirements to reduce risks.*
Employers	(2) *Each employer has a general duty under the Health and Safety in Employment Act 1992 to take all practicable steps to ensure the safety of employees while at work, including developing procedures for dealing with emergencies that may affect the workplace (persons controlling a workplace have duties to manage hazards that extend to non-employees while those non-employees are legitimately at or in the vicinity of the workplace).*
Territorial authority	(3) *Under the Building Act 2004, a territorial authority, within its district, is to—*
	(a) *maintain the means to ensure compliance with building regulations for reducing risk; and*
	(b) *develop and implement a policy on earthquake-prone buildings in accordance with section 131 of the Building Act 2004; and*
	(c) *develop and maintain arrangements, in accordance with national guidelines and procedures, for assessments, evaluations, and steps to be undertaken for managing risks to and uncertainties as to the safety of buildings in response to and recovery from an emergency.*
The Building Act 2004	The *Building Act 2004* is the legislation that governs the building industry in New Zealand, providing the framework for New Zealand's building control system. All building work being undertaken in New Zealand must comply with the Building Code. It is a performance-based code, which means it states how a building must perform in its intended use rather than describing how the building must be designed and constructed.
	Information on the Building Code and how to comply with it can be found at www.building.govt.nz (search for 'about the building code').
The Ministry of Business, Innovation and Employment	(4) *The Ministry of Business, Innovation, and Employment is to—*
	(a) *manage the setting of national building standards, codes, and assurance processes that address the risks of hazards; and*
	(b) *plan for the national co-ordination of building management in an emergency in consultation with the agencies, professional bodies, and members of the private sector that have roles, responsibilities, and interests in this regard; and*
	(c) *co-ordinate the following building management functions:*
	(i) *the training and qualification of building professionals who are able to assess buildings during and after an emergency; and*
	(ii) *the maintenance of rapid building-assessment processes; and*
	(iii) *the maintenance of arrangements for mobilising and demobilising trained rapid building assessors and detailed-engineering evaluators; and*
	(iv) *the maintenance of arrangements for mobilising and demobilising volunteer rapid building assessors; and*
	(v) *the maintenance of sufficient capability of assessors nationally to enable timely support to 1 or more CDEM Groups when local capabilities are exceeded.*

MBIE guidance	MBIE is responsible for issuing guidance to territorial authorities on planning for emergency management of buildings. The guidance is available at www.building.govt.nz (search for 'post disaster building management').
Training and field guides	Along with the above guidance, training is being carried out to develop a pool of assessors that can be deployed to assist territorial authorities in building management operations. Field guides for those assessors (including procedures on how to call upon those assessors) and related forms are available at www.building.govt.nz (search for 'post disaster building management').
The Ministry for Cultural and Heritage	*(5) The Ministry for Culture and Heritage, in consultation with the Ministry of Business, Innovation, and Employment, is to provide cultural and heritage policy advice to the Government as requested*
EQC	*(6) The Earthquake Commission may facilitate research and education about—* *(a) natural hazards and risks, and methods to avoid and reduce them; and* *(b) the insurance arrangements that it provides for residential buildings.*
Heritage New Zealand Pouhere Taonga	*(7) Heritage New Zealand Pouhere Taonga may advise territorial authorities and owners of buildings about risks to, and the conservation of, heritage features and values.*

Legislative requirements for Heritage New Zealand

Section 5(2)(f) of the *Heritage New Zealand Pouhere Taonga Act 2014 (HNZPT Act 2014)* provides for:

    (f) an appropriate response about heritage matters in the event of a national or local emergency being declared.

One of the functions of Heritage New Zealand under Section 13(1)(g) is:

    (g) in the event of a national or local emergency, to provide advice on heritage matters.

Heritage New Zealand must establish and maintain a list of places of outstanding national heritage value (National Historic Landmarks/Ngā Manawhenua o Aotearoa me ōna Kōrero Tūturu). The purpose of the Landmarks list includes Section 81(2)(b):

    (b) the conservation of such places, including their protection from natural disasters, to the greatest extent practicable.

Section 82(4)(c) requires that the Heritage New Zealand must not propose that a place be included on the Landmarks list unless it is satisfied that:

    (c) the owner has prepared an appropriate risk management plan approved for the purpose by Heritage New Zealand Pouhere Taonga.

Guidance to owners of heritage buildings

Heritage New Zealand recognises the risks to heritage buildings posed by hazards, and the potential risks to public safety from heritage buildings in an emergency such as a major earthquake. As part of its role in conserving historic heritage, Heritage New Zealand encourages the owners of heritage buildings to assess hazards and determine how the risks posed by those hazards will be managed. This is a statutory requirement for heritage places proposed as National Historic Landmarks.

Heritage New Zealand strongly encourages owners to consider risk management:

* when preparing conservation plans
* when undertaking any work on a place, and/or
* when applying for funding from the Heritage New Zealand National Heritage Preservation Incentive Fund or other sources of funding.

Heritage New Zealand publishes guidance on matters such as fire protection and earthquake strengthening and provides expert advice on hazard identification and risk treatment, sources of funding, and supports appropriate funding bids.

Financial incentives are available from the Heritage New Zealand National Heritage Preservation Incentive Fund for work to reduce the risk to heritage places, such as earthquake strengthening, fire protection, and for the preparation of conservation plans.

15.5 Management of buildings during response and recovery

Territorial authority	**80 Management of buildings during response and recovery**
	
	(1) As the building consenting authority for the affected area in its district, each territorial authority is, as necessary,—
	
	   (a) to lead rapid building assessments (further information is contained in The Guide); and
	
	   (b) to take steps to manage the safety of people in and near a building, either in accordance with directions of the National Controller, Group Controller, or Local Controller during a state of emergency or in line with its functions under the Building Act 2004 in any other emergency, including, as applicable,—
	
	      (i) cordoning; and
	
	      (ii) carrying out stabilisation work and barricading; and
	
	      (iii) carrying out demolitions and setting up partial demolition cordoning; and
	
	      (iv) requiring the mandatory evacuation of a building or the area around a building when necessary under section 86 of the Act; and
	
	   (c) to fulfil its responsibilities under the Act and the Building Act 2004, including facilitating the efficient and effective recovery of building functions; and
	
	   (d) to have, in carrying out the actions specified in paragraphs (a) to (c), regard to priorities for the preservation and restoration of lifeline utility services in the affected area.

Territorial authority building control teams may undertake operations, as well as prioritise and coordinate its activities across districts in line with the overall response. The determination of needs and request for additional capacity however, will take place via the Emergency Operations Centre (EOC), Emergency Coordination Centre (ECC), or Local or CDEM Group Controllers.

MBIE guidance	MBIE is responsible for issuing guidance to territorial authorities on planning for emergency management of buildings (including demolition guidance). The guidance is available at www.building.govt.nz (search for 'post disaster building management').

CDEM Group	*(2) A CDEM Group, during an emergency affecting its area,—*
	
	   (a) is to co-ordinate building management activities within the area; and
	
	   (b) may request national-level support from the National Controller when local capability is exceeded.

The Ministry of Business, Innovation and Employment	*(3) The Ministry of Business, Innovation, and Employment is to—*
	
	   (a) provide national co-ordination of building management support to a CDEM Group when requested by the Director or the National Controller; and
	
	   (b) lead rapid building assessment functions in a state of national emergency; and
	
	   (c) advise and report on operational building management needs and options to the Director or the National Controller; and
	
	   (d) provide building management policy advice to the Government as requested; and
	
	   (e) lead the securing and management of compromised building sites for forensic investigations; and
	
	   (f) advise the Government, during recovery after an emergency, on the requirements for facilitating the efficient and effective recovery of building stock and functions.

In the event of a declared national emergency, MBIE will "lead the rapid building assessment function" per item 3(b) by supporting and reporting to the Local Authority Building Assessment Manager in setting up and coordinating rapid assessment teams, reporting and analysis of damage, providing stabilisation/demolition advice, and any other applicable building safety related matter. MBIE will also provide the support necessary to the National Controller and the National Management Crisis Centre (NCMC) on building safety matters.

Heritage New Zealand Pouhere Taonga	*(4)* *Heritage New Zealand Pouhere Taonga may—*
	(a) *assist CDEM Groups and territorial authorities in identifying and managing risks to heritage buildings and sites from hazards that may arise during an emergency; and*
	(b) *provide advice and support to the National Controller, the Group Controller, or the Local Controller (as the case may be) and the appropriate territorial authority on matters relating to heritage during response and recovery operations.*

In the event that a state of emergency is declared, Heritage New Zealand expert advisors are available to assist with:

◆ rapid assessment of the risk to and from heritage buildings

◆ identifying heritage buildings sites and areas

◆ assessing heritage values of buildings, sites and areas, and/or

◆ securing of heritage places.

The Heritage New Zealand website contains details of all places on the New Zealand Heritage List (and can be accessed from mobile devices). Heritage New Zealand provides hard copies of the List to local authorities annually, and an update quarterly. Heritage New Zealand also maintains building files and copies of many conservation plans.

If a state of emergency has been declared, section 60(1) of the *HNZPT Act 2014* provides an accelerated process for granting emergency authority to modify or destroy an archaeological site (including demolition of pre-1900 buildings). The *HNZPT Act 2014* reads:

(1) This subpart provides a process for obtaining an emergency authority to undertake an activity that will or may modify or destroy an archaeological site or sites located in an area or a district over which a national or local emergency is declared under the *Civil Defence Emergency Management Act 2002.*

In determining whether to grant an authority, Heritage New Zealand takes account of factors including the:

◆ need to protect public health and safety

◆ historical and cultural values of the site

◆ effect on Māori cultural values, and

◆ views of the owner (if they can be ascertained).

An application must be determined within three days, or within five days if the application relates to sites of interest to Māori.

Recovery	In the recovery phase, heritage advisors provide advice on planning requirements, securing, repair, and restoration of heritage buildings, sites, and areas. Heritage New Zealand works with owners to facilitate recovery including adaption of heritage buildings to accommodate new economic uses. Heritage New Zealand can advise territorial authorities on planning issues and building resilient communities through the retention of heritage. Heritage New Zealand can also advise owners on funding available for repair, restoration and strengthening of heritage buildings whilst preserving heritage values.

The Ministry for Culture and Heritage	*(5)* *The Ministry for Culture and Heritage, in consultation with the Ministry of Business, Innovation, and Employment, is to provide cultural and heritage policy advice to the Government as requested.*

EQC	*(6)* *The Earthquake Commission—*
	(a) *is to assist, as first loss insurer, with the repair or replacement of residential buildings; and*
	(b) *may provide information and support to assist other agencies and CDEM Groups in assessing damage to residential buildings, and the consequential welfare and temporary accommodation needs of the resident populations; and*
	(c) *is to provide advice to Government on matters relevant to its functions.*

15.6 References and links

Other sections of the Guide	◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Section 17, Reduction
	◆ Section 18, Readiness
	◆ Section 24, Response
	◆ Section 32, Recovery
Other documents	◆ MBIE (building) website (www.building.govt.nz):
	– information about the Building Code
	– information, forms, and field guides related to post disaster building management
	◆ Heritage New Zealand website (www.heritage.org.nz)
	◆ *Building Act 2004*

16. Science and research organisations

Summary   Knowledge, information, and advice services are provided to agencies and CDEM Groups by universities, Crown research institutes, private organisations, and international networks. Improving the coordination, promotion, and accessibility of science and research is fundamental to CDEM.

Contents   The section contents are:

16.1 Introduction

Note – Plan clause 81(5)

Under Section 5(e) of the *Earthquake Commission Act 1993*, EQC may facilitate research and education about matters relevant to natural disaster damage, methods of reducing or preventing natural disaster damage, and the insurance provided under the *Earthquake Commission Act 1993*.

16.2 Objective

82 Objective

The objective of science and research organisations is to provide evidence-based advice to support agencies and CDEM Groups carrying out CDEM at the national, CDEM Group, and local levels across the 4 Rs.

16.3 Principles

83 Principles

The principles underlying the role of science and research organisations are to—

(a) consider all hazards and risks to New Zealand and societal resilience and vulnerability factors, including variability in those factors over time; and

(b) provide for long-term basic targeted research and short-term applied research that meet identified end-user needs; and

(c) actively develop and maintain appropriate research capabilities to a high standard; and

(d) acknowledge the need for, and work towards, collaborative efforts to maximise the societal benefits from publicly funded research; and

(e) endeavour to make research outputs widely known and to assist with their transfer and application as relevant for CDEM throughout New Zealand.

16.4 Role of science and research organisations during reduction and recovery

84 Role of science and research organisations during reduction and recovery

Research is carried out at the national, CDEM Group, and local levels, and through international collaboration, to help communities and decision makers to—

(a) identify, understand, and communicate information on hazards; and

(b) determine acceptable levels of risk; and

(c) develop and implement effective means to avoid or mitigate risks; and

(d) understand hazards and the management of their consequences; and

(e) carry out recovery activities, including, as appropriate, reducing ongoing risks; and

(f) monitor and review CDEM processes and outcomes.

16.5 Role of science and research providers during readiness and response

Lead and support agencies

85 Role of science and research providers during readiness and response

(1) Lead and support agencies may access a range of science and research organisations during an emergency to provide definitive scientific advice or to communicate risk (those organisations include universities, Crown research institutes, and private organisations).

GNS Science

(2) GNS Science—

(a) manages the GeoNet system for the detection of earthquakes, land movement, volcanic activity, and the potential for local-source tsunamis; and

(b) assesses the threat of tsunamis with the support of a multi-agency tsunami experts panel; and

(c) provides advice to the MCDEM on the issuing of national advisories and warnings about geological hazards; and

(d) provides scientific advice to the NCMC, agencies, and CDEM Groups as needed; and

(e) contributes to the management of public information on geological hazards and associated emergencies.

Meteorological Service of New Zealand (MetService)	*(3) The Meteorological Service of New Zealand Limited—* *(a) maintains a weather forecasting service and issues weather warnings to the public; and* *(b) contributes to the management of public information about weather hazards and associated emergencies; and* *(c) issues, as necessary, volcanic ash advisories for the civil aviation industry; and* *(d) provides scientific advice to the NCMC, agencies, and CDEM Groups as needed.*
Regional councils and unitary authorities	*(4) Regional councils and some territorial authorities monitor rainfall, lake and river levels, and volumetric flows for flood prediction and management*
National Institute of Water and Atmospheric Research Ltd (NIWA)	*(5) National Institute of Water and Atmospheric Research Limited—* *(a) provides public information on—* *(i) climatic and seasonal risks (including drought); and* *(ii) marine geological, seafloor, and coastal hazards and processes; and* *(b) provides scientific advice to the NCMC, agencies, and CDEM Groups as needed; and* *(c) provides representatives on the tsunami experts panel.*
The Ministry of Business, Innovation, and Employment	*(6) The Ministry of Business, Innovation, and Employment, during and after an emergency, may take additional steps to—* *(a) integrate consistent and coherent scientific advice to agencies and CDEM Groups; and* *(b) divert existing funding or allocate new funding to ensure that the appropriate technical resources in core physical and social science, engineering, and risk management are available nationally to support the needs of agencies and CDEM Groups.*

The additional steps that the Ministry of Business, Innovation, and Employment (MBIE) may take will utilise existing administrative and funding structures, notably the Natural Hazards Research Platform, and National Science Challenges: Resilience to Nature's Challenges.

16.6 References and links

Other sections of the Guide	◆ Section 2, Hazards and risks ◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM) ◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups) ◆ Section 17, Reduction ◆ Section 18, Readiness ◆ Section 24, Response ◆ Section 25, National warnings and advisories
Other documents	◆ For information on the Ministry of Business, Innovation, and Employment's National Science Challenges, visit www.mbie.govt.nz (search for 'national science challenges') ◆ The Natural Hazards Research Platform (www.naturalhazards.org.nz) ◆ National Institute of Water and Atmospheric Research (www.niwa.co.nz) ◆ GNS Science (www.gns.cri.nz) ◆ GeoNet system (www.geonet.org.nz) ◆ The Meteorological Service of New Zealand Limited (MetService) (www.metservice.com) ◆ Earthquake Commission (EQC) (www.eqc.govt.nz)

17. Reduction

Summary   Reduction involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.

Contents   The section contents are:

17.1 Introduction

> **Part 6**
> **Risk reduction**
>
> **86 Introduction**
>
> *Reduction involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.*

17.2 Objective

> **87 Objective**
>
> *The objective of reduction is to take preventive steps to avoid or mitigate adverse consequences.*

Mitigation involves taking preventative steps to lessen either the likelihood or severity of adverse consequences, and include combinations of both approaches. Avoidance involves deciding not to start or continue with an activity that has potential for undesired consequences.

17.3 Principles

> **88 Principles**
>
> *The principles underlying reduction are to—*
>
> (a) *achieve acceptable levels of risk through sustainable and practicable reduction measures to provide the best long-term solutions; and*
>
> (b) *reduce the risks to communities from hazards, including a combination of the following measures:*
>
> > (i) *modifying factors that affect the likelihood of an emergency where practicable to do so; and*
> >
> > (ii) *modifying factors that affect exposure and vulnerability to consequences before, during, and after an emergency; and*
> >
> > (iii) *minimising consequences through rapid and effective interventions during and after an emergency; and*
>
> (c) *recognise that every person, community, organisation, and agency has a role to play in reduction; and*
>
> (d) *facilitate a shared understanding of who benefits from, and pays for, risk exposure for the purpose of improving decision making throughout society in determining acceptable levels of risk; and*
>
> (e) *review reduction policies and programmes regularly to reflect changes in community goals and the relevant risks and vulnerability factors; and*
>
> (f) *take a precautionary approach to managing hazards and risks where there is—*
>
> > (i) *scientific or technical uncertainty about a hazard or risk; or*
> >
> > (ii) *potential for cumulative or cascading risks to arise.*

17.4 Legislation involving aspects of Reduction

89 Legislation involving aspects of reduction

In addition to being addressed through the Act, risk reduction is addressed through other legislation, including—

(a) the Biosecurity Act 1993:

(b) the Building Act 2004:

(c) the Earthquake Commission Act 1993:

(d) the Epidemic Preparedness Act 2006:

(e) the Fire Service Act 1975:

(f) the Food Act 2014:

(g) the Forest and Rural Fires Act 1977:

(h) the Hazardous Substances and New Organisms Act 1996:

(i) the Health Act 1956:

(j) the Health and Safety in Employment Act 1992:

(k) the International Terrorism (Emergency Powers) Act 1987:

(l) the Local Government Act 2002:

(m) the Maritime Transport Act 1994:

(n) the Resource Management Act 1991:

(o) the Soil Conservation and Rivers Control Act 1941.

Legislation addressing reduction

The above list of legislation is based on section 17(3) of the *CDEM Act 2002.* It is not an exhaustive list and only represents the principal statutes containing legislative provisions relevant to the purpose of the *CDEM Act 2002* and *the National CDEM Plan 2015.*

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 under the *Building Act 2004,* and the New Zealand Coastal Policy Statement under the *Resource Management Act 1991.*

17.5 Reduction at the national level

90 Reduction at the national level

(1) Each hazard type presents different circumstances and challenges for the ways in which risk reduction is carried out.

(2) Reduction is generally undertaken through—

(a) the mainstream functions and activities of central and local government under their governing legislative and policy mandates; and

(b) the risk management practices of agencies, private organisations, and individuals.

(3) At the national level, reduction activities for all hazards include—

(a) the development, administration, and review of policy and regulation that facilitate reduction across society (for example, land use planning, regulations for the storage, use, transport, and disposal of hazardous substances, and performance standards and codes for the design and construction of buildings and other structures); and

(b) the delivery of risk management services (for example, biosecurity border controls, public health programmes, and establishing national priorities and funding for hazards research); and

(c) communication about risks and the roles and expectations of the State sector, private organisations, and individuals in managing those risks; and

(d) the establishment, monitoring, and evaluation of policies and programmes across the social, economic, built, and natural environments that improve and promote the sustainable management of hazards and support increases in individual and community resilience to the risks that those hazards pose.

Local reduction	Most hazard events occur at the local or regional scale. Even large events will 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 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. Clause 90 provides the context to support objective A of the *National CDEM Plan 2015*.

In addition to these activities agencies may, along with national professional bodies and private organisations, provide practice guidance to professionals working within different sectors, as well as general information to the public. National lifeline utilities and network providers can also carry out risk reduction nationally, through their business continuity programmes and involvement in regional lifelines.

The *National CDEM Plan 2015* does not specify what exactly the activities and measures currently exist, nor are being developed or proposed, at the national level. This is because the activities and measures are many and varied, and may further evolve over the period that the *National CDEM Plan 2015* remains operative. |
| UNISDR | New Zealand is party to the United Nations International Strategy for Disaster Reduction (UNISDR). The Government has signed the declaration adopting the Sendai Framework for Disaster Risk Reduction 2015-2030, and committed to implementing it as a means of enhancing resilience to hazards from the local to the global level. Implementation requires shared involvement and cooperation across all areas of society, utilising and (where desirable) enhancing the institutional structures and processes that are currently in place nationally.

The UNISDR approach recognises that resilience to hazards is fundamentally linked to social, educational, economic, and health outcomes that lessen individual and community vulnerability to hazards and their risks. As such, the broader regulation and services of central government in these areas are also relevant to the risk reduction context, and outcomes sought, of the *National CDEM Plan 2015*. |

17.6 Reduction under the National CDEM Plan 2015

91 **Reduction under this plan**

(1) *A guiding principle of the National CDEM Strategy for risk management is that it is—*

    (a) *comprehensive (meaning that it takes a measured approach to dealing with all risks through reduction, readiness, response, and recovery activities); and*

    (b) *integrated (meaning that it promotes co-ordinated involvement of all agencies that have a role in managing those risks).*

(2) *Part 5 of this plan outlines the roles and responsibilities of agencies under this plan, which may include reduction.*

(3) *This plan may further contribute to reduction through providing for efficient and effective management during the readiness, response, and recovery phases of emergencies, thereby avoiding an escalation of immediate adverse consequences and adverse consequences from future emergencies.*

(4) *Each agency with specific roles and responsibilities under this plan should—*

    (a) *carry out its roles and responsibilities in a comprehensive and integrated manner; and*

    (b) *undertake to further reduce risk when carrying out readiness, response, and recovery activities.*

National CDEM Strategy	The *National CDEM Strategy 2007* will be reviewed in the period that the *National CDEM Plan 2015* remains operative. The review will provide an opportunity to further establish goals, objectives and priorities for hazard risk management at the national level. This may include means for supporting the coordination of policy, programme and practice development, and the monitoring and evaluation of their implementation and outcomes.

Agencies without identified roles and responsibilities may also support the purpose of the *CDEM Act 2002* and objective A of the *National CDEM Plan 2015*. For example, the Ministry for the Environment has a key role in managing natural hazards at the national level under the *Environment Act 1986* and administration of the *Resource Management Act 1991*.

17.7 References and links

Other sections of the Guide

- Section 1, Introduction
- Section 2, Hazards and risks
- Section 3, Management of emergencies
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Sections 8 – 16, for specific roles of agencies and sectors
- Section 18, Readiness

Other documents

- Department of Internal Affairs (2008) National Civil Defence Emergency Management Strategy 2007; ISBN 0-478-29453-0 (www.civildefence.govt.nz – search for 'National Civil Defence Emergency Management Strategy')
- Officials' Committee for Domestic and External Security Coordination, Department of the Prime Minister and Cabinet (2007) National Hazardscape Report; ISBN 0-478-29455-7 (www.civildefence.govt.nz – search for 'hazardscape report')
- New Zealand legislation (www.legislation.govt.nz)
- United Nations Office International Strategy for Disaster Reduction (UNISDR) and the Sendai Framework for Disaster Risk Reduction 2015-2030 (www.unisdr.org)

18. 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 identified into their planning and processes.

Contents
The section contents are:

18.1 Introduction

> ### Part 7
> ### Readiness
>
> **92 Introduction**
>
> *(1) Readiness involves developing operational systems and capabilities before an emergency happens, including making arrangements with emergency services, lifeline utilities, and other agencies, and developing self-help and response programmes for the general public.*
>
> *(2) For agencies, readiness is achieved through planning, developing capability, exercising and testing arrangements, and monitoring and evaluating capability and capacity.*
>
> *(3) For individuals, communities, organisations, and businesses, readiness is achieved through the use of public education and community engagement programmes that build resilient communities.*

18.2 Objective

> **93 Objective**
>
> *The objective of readiness is to build capacity and capability, and to enable an effective response to, and recovery from, emergencies.*

18.3 Principles

> **94 Principles**
>
> *The principles underlying readiness are to—*
>
> *(a) understand that New Zealand has finite capacity and capability for deployment in response to, or recovery from, emergencies; and*
>
> *(b) establish and maintain ongoing processes to identify significant gaps and shortfalls in capacity and capability; and*
>
> *(c) build and maintain capacity and capability for response and recovery.*

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 MCDEM, 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 and disability service providers, non-government organisations.

- **Community readiness**: focuses on the ability of communities, businesses, families, and individuals to be able to meet their own needs during and after emergencies. The public education and community engagement activities of local, regional, and national agencies play a key part in developing community readiness.

18.4 Readiness activities

> **95 Readiness activities**
>
> *(1) Readiness activities include—*
>
> *(a) planning; and*
>
> *(b) developing capability; and*
>
> *(c) exercising and testing arrangements; and*
>
> *(d) monitoring and evaluation; and*
>
> *(e) public education and community engagement.*

See the following sections for more information: Section 19, Planning; Section 20, Capability development; Section 21, Exercising and testing; Section 22, Monitoring and evaluation; Section 23, Public education and community engagement.

> *(2) To function to the fullest possible extent (even though this may be at a reduced level) during and after an emergency and to contribute to response and recovery, each agency with responsibilities under this plan is expected to undertake readiness activities to—*
>
> *(a) develop capability, and exercise and test their arrangements; and*
>
> *(b) establish and maintain necessary equipment and operational systems, and address any need for specific interoperability and co-ordination with interdependent agencies; and*
>
> *(c) monitor and evaluate their capacity and capability to perform in different emergency situations.*

Risk assessment is also a component of readiness. See Section 17, Reduction, for more information on risk reduction.

18.5 References and links

Other sections of the Guide

- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Sections 8 – 16, for specific roles of agencies and sectors
- Section 19, Planning
- Section 20, Capability development
- Section 21, Exercising and testing
- Section 22, Monitoring and evaluation
- Section 23, Public education and community engagement
- Section 24, Response

19. Planning

Summary

Planning involves the proactive coordination of activities in the medium to long term, with the intention of achieving a unified effort towards a common objective.

Planning consists of three main elements:

- **Business continuity planning** is the process of developing procedures that guide organisations to respond, recover, resume, and restore to a pre-determined level of operation following disruption.

- **Emergency management planning** outlines arrangements for managing the response to and recovery from an emergency.

- **Response planning** is conducted during or immediately before an emergency, to coordinate the response to a specific hazard(s) and the resulting consequences.

Contents

The section contents are:

19.1 Introduction

96   Introduction

Effective management of emergencies is dependent upon all agencies having undertaken sufficient planning and readiness activities for both business continuity and their operational roles in response and recovery.

Principles

The 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 emergency. Effective planning should promote frequent interaction among stakeholders, and provide measures to synchronise actions. This ensures that planning arrangements 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 emergencies 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, 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**: planning provides the opportunity to anticipate actions and systematically identify potential problems and workable solutions.

◆ **Planning outlines roles and responsibilities**: planning identifies objectives and tasks, allocates resources to accomplish those tasks, and establishes accountability.

◆ **Planning provides a means for coordination, integration, and synchronisation**: effective operational plans are synchronised in time, space, and purpose.

◆ **Planning is fundamentally a risk management tool**: planning identifies and analyses hazards and risks, and considers reduction, readiness, response, and recovery activities to reduce or address the effects of those risks. Planning consults communities about risks, communicates acceptable levels of risks, and monitors and reviews the effectiveness of arrangements to address risks.

19.2 Business continuity planning

97   Business continuity planning

(1)   Under sections 58, 60, and 64 of the Act, each government department, lifeline utility, and local authority is required to—

(a)   undertake planning activities to 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, having particular regard to its roles and responsibilities under this plan; and

(b)   make available to the Director in writing, on request, its plan for functioning during and after an emergency.

(2)   All other agencies with roles and responsibilities under this plan should also undertake business continuity planning to ensure their ability to carry out their roles and responsibilities during response and recovery.

(3)   Avoiding, mitigating, or remedying the risks of business interruption in emergencies (including loss of interdependent services and operations) should be undertaken as part of continuing risk management within normal business processes.

(4)   Each agency should have plans and strategies for continuing its critical business processes and providing capacity for undertaking its response and recovery responsibilities in this plan.

Business continuity	Business continuity means the capability of an organisation to continue the delivery of its products or services at acceptable, pre-defined levels following a disruptive incident.
Business continuity management	Business continuity management is a holistic process that identifies potential threats to an agency, and the impacts to the agency's operations those threats, if realised, might cause.

It provides a framework for improving organisational resilience to any potential disruption by identifying and protecting essential activities and resources of the agency, and building capability to effectively respond to and recover from a disruptive incident. |
| **Requirement for business continuity management** | Business continuity management is a central part of organisational resilience; it must be owned by the agencies' senior management. Every opportunity must be taken to promote and embed business continuity management practices.

All government departments, local authorities, and lifeline utilities are required to establish a business continuity management programme to provide for the continued availability of essential activities and resources. Business continuity planning should be additional to (although aligned with) any operational plans for CDEM response and recovery.

Departments, agencies, authorities, and lifeline utilities covered by the *National CDEM Plan 2015* are required to make their plans available to the Director of CDEM on request. |
| **Components of business continuity planning** | Business continuity planning should address the following:

◆ a business impact analysis process that identifies and considers the essential activities of an agency, and the impact that a disruption might have on them over time, including:

– consideration of interdependencies and outsourced services or arrangements

– identification and protection of the resources (e.g. people, skills, premises, equipment, information, technology, and suppliers) which support the delivery of the essential activities of the agency

◆ protection of both internal and external service capability, including those in support of CDEM-critical activities (e.g. emergency services and medical facilities), and

◆ development of resilient solutions or adaptive capacity to manage disruption to normal business operations and recovery issues.

Continuity arrangements must be developed across an entire agency, through a process of business impact analysis, planning, exercising, training, and ongoing review and continuous improvement. It must be led by executive management, to ensure business continuity has the required authority to become embedded in normal business. Business continuity management will only be effective if developed cooperatively with all business stakeholders, so that roles and responsibilities are clearly understood and assumptions validated. |

19.3 Emergency management planning

98   Emergency management planning

Each agency with roles and responsibilities under this plan should—

(a)   undertake activities to identify hazards and understand risks; and

(b)   take a risk-based approach to planning; and

(c)   develop and maintain current emergency management plans that describe how the agency is to carry out its roles and responsibilities, including—

(i)   each aspect of its activities across the 4 Rs; and

(ii)   co-ordination with other agencies..

All CDEM agencies should prepare plans that outline their arrangements for contributing to response and recovery. For the purposes of this Guide, emergency management planning refers to agencies developing:

- structures that enable an agency to carry out its roles and responsibilities during response and recovery
- procedures and systems that enable it to perform its required responsibilities
- activation triggers and levels of response (including deactivation criteria), and
- communication protocols.

These arrangements should be aligned with the *National Security System* (available at www.dpmc.govt.nz – search for 'national security system'), and other stakeholder agencies. They should be integrated across all response levels and be capable of coordinating with lead and support agencies.

Emergency management 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.

Emergency management planning takes place at local, regional, and national levels, and across agencies and sectors. It is essential that plans are coordinated horizontally and integrated vertically so that a common operational focus can be achieved.

Lead agencies

Lead agencies must ensure that they are able to incorporate support agency objectives, personnel and resources into any response they lead. Emergency management planning by lead agencies must include support agencies to ensure that the response arrangements are cohesive and coordinated.

Planning is more than 'a plan'

Comprehensive emergency management 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 for responding to and recovering from emergencies. This is accomplished through:

- capability development (**see** section 20, Capability development)
- exercising and testing (**see** section 21 Exercising and testing), and
- public education and community engagement (**see** section 23, Public education and community engagement).

Coordinated Incident Management System (CIMS)

Emergency management planning should take account of established CDEM structures and management systems documented in CIMS. These are designed to coordinate agencies in their response to emergencies.

See Section 24, Response for more information.

19.4 Response planning

Response planning is planning that occurs immediately before or during an emergency. It is concerned with coordinating lead and support agency actions to address the specific consequences and characteristics of that emergency.

Response planning should cover:

- the objectives for the response, including an end state/success criteria
- a concept describing how the response will proceed, from starting state to end state
- specific response tasks for responding agencies
- coordinating arrangements for the response
- response structure and communications lines for responding agencies, and
- resourcing and financial arrangements.

Planning process
The *Response Planning Director's Guideline [DGL 19/15]* provides a planning methodology for CDEM agencies to use when planning for specific actions during an emergency. This is based on and consistent with the 'Planning P' described in the *Coordinated Incident Management System (CIMS) Manual, 2nd Edition.* **See** Section 24, Response for more information.

19.5 References and links

Other sections of the Guide
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 18, Readiness
- Section 20, Capability development
- Section 21, Exercising and testing
- Section 23, Public education and community engagement
- Section 24, Response

Other documents
- Ministry for Civil Defence & Emergency Management (2015) *Response Planning Director's Guideline DGL [19/15]* ISBN 978-0-478-43512-2 (www.civildefence.govt.nz – search for 'response planning')
- Officials' Committee for Domestic and External Security Coordination (2014) *New Zealand Coordinated Incident Management System (CIMS) 2nd Edition;* ISBN 978-0-478-43500-9 (www.civildefence.govt.nz – search for 'CIMS')
- *ISO 22301:2012 Societal Security – Business Continuity Management Systems – Requirements* (www.iso.org – search for '22301')
- Business Continuity Institute (2013) *Good Practice Guidelines 2013* (www.thebci.org – search for 'GPG')

20. Capability development

Summary

Capability development in the CDEM sector involves a comprehensive approach to growing and developing people to ensure they are effective in their roles. It is underpinned by evidence-based research and knowledge and a broad network of relationships, and is driven by the sector's vision, objectives, operational systems, and processes.

Contents

The section contents are:

20.1 Introduction

Part 7
Readiness
Capability development

99 Introduction

(1) *The capability and capacity of agencies and CDEM Groups to perform optimally in emergency management roles rely on an integrated, broad network of understandings, skills, and relationships.*

(2) *In the CDEM context, capability development includes the process of developing people to perform confidently and competently under potentially high levels of stress.*

(3) *Capability development encompasses recruitment, selection, teaching, support, and performance management (those functions are supported by a common framework for competencies and a national, multi-agency capability development strategy).*

20.2 CDEM capability development strategy

100 CDEM capability development strategy

(1) *The CDEM capability development strategy provides for a co-ordinated and collaborative approach to the development and delivery of training and education to CDEM personnel.*

(2) *The key results of the CDEM capability development strategy are—*

    (a) *emergency management is recognised as a profession in New Zealand with clear professional development pathways for key roles and functions; and*

    (b) *emergency management leaders are knowledgeable, competent, and well supported; and*

    (c) *CDEM volunteers are recruited and trained for activities that both fit with their motivations and meet community needs; and*

    (d) *the sustainability of the strategy is ensured through mandated multi- agency collaboration and ongoing commitment; and*

    (e) *CDEM Groups and agencies have—*

        (i) *a culture of evidence-based practice; and*

        (ii) *systems in place to support the sharing of research and sound emergency management practice.*

Note – Plan clause 100(2)(d)

In this context, 'mandated multi-agency collaboration' means 'agreed multi-agency collaboration'.

20.3 CDEM competency framework

101 CDEM competency framework

(1) *Effective delivery of CDEM across all agencies depends on building and maintaining effective human resource capabilities.*

(2) *The CDEM competency framework provides a foundation for recruitment, selection, performance management, and needs-based capability development for roles in CDEM.*

(3) *The CDEM competency framework also provides a foundation for the provision of international professional accreditation.*

Note – Plan clause 101(1)

The CDEM competency framework provides a platform for a consistent approach to building and maintaining effective CDEM human resource capabilities.

Roles in CDEM   The CDEM Competency Framework covers the following roles and capabilities in CDEM:

- Controllers, Public Information Managers, Recovery Managers, and Welfare Managers
- local government elected representatives and senior executive staff of councils
- staff employed in emergency management roles
- coordination centre (Emergency Operations Centre (EOC) and Emergency Coordination Centre (ECC)) staff
- local and regional staff of central government agencies (as part of their CDEM responsibilities)
- management, staff, and volunteers from emergency services
- management, staff, and volunteers from community service and welfare agencies who have a role to play during emergencies
- managers and members of CDEM response teams (including registered and unregistered teams)
- hazard analysts and planners, and
- Lifeline Utility Coordinators.

20.4 Capability development activities

102   Capability development activities

(1) *Agencies and CDEM Groups should determine their capability development activities through a development needs analysis process that is aligned with the CDEM competency framework.*

(2) *Mechanisms for the provision of capability development to persons in CDEM roles include—*

   (a) *CDEM-focused or CDEM-related training and courses delivered by the MCDEM, CDEM Groups, local authorities, and education providers (for example, polytechnics, universities, or private training establishments); and*

   (b) *on-the-job learning and assessment (for example, supervision, mentoring, and employer-sponsored visits or study nationally and internationally); and*

   (c) *opportunities that support CDEM knowledge and performance (for example, standards-based delivery, planning sessions, internal communications, organisational training, exercises, and staff development programmes); and*

   (d) *CDEM theme-based exchanges (for example, workshops, seminars, and conferences); and*

   (e) *performance evaluations that are focused on assessing and improving development programmes (for example, debriefings, reviews, assessments, internal or external audits, and monitoring); and*

   (f) *remote delivery and assessment through distance learning; and*

   (g) *multi-agency collaboration (for example, joint planning for readiness, response, or recovery capability, cluster meetings, and national, CDEM Group, or local projects).*

Note – Plan clause 102(2)(g)'

'Cluster meetings' in this context means multi-agency working groups.

20.5 MCDEM support arrangements

The *CDEM Act 2002* directs CDEM organisations to take steps to develop and maintain an effective level of capability across the 4Rs. MCDEM is responsible for:

- coordinating a strategic approach to capability development for New Zealand's CDEM sector
- supporting the CDEM sector to integrate its CDEM capability development activity into other agency processes and multi-agency collaboration
- maintaining the CDEM Competency Framework
- working in partnership with education and training providers to ensure capability development offerings are appropriate, and aligned with the CDEM Competency Framework, and
- leading the CDEM Capability Development Strategy partnership group.

20.6 References and links

Other sections of the Guide

- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 18, Readiness
- Section 21, Exercising and testing
- Section 22, Monitoring and evaluation
- Section 23, Public education and community engagement
- Section 24, Response

Other documents

- Ministry of Civil Defence & Emergency Management (2009) *Civil Defence Emergency Management Competency Framework [TS 02/09]*; ISBN 978-0-478-25487-7 (www.civildefence.govt.nz – search for 'competency framework')
- Ministry of Civil Defence & Emergency Management (2013) *CDEM Capability Development Strategy* (www.civildefence.govt.nz – search for 'capability development')

21. Exercising and testing

Summary   CDEM exercises are a core part of readiness and assist in identifying gaps and issues. The lessons identified are integrated into updated plans and procedures to improve the ability to respond to and recover from an emergency.

Contents   The section contents are:

21.1 Introduction

> **Part 7**
> **Readiness**
> Exercising and testing
>
> **103 Introduction**
>
> (1) Exercising and testing arrangements help to—
>   (a) evaluate capability; and
>   (b) identify gaps and issues; and
>   (c) provide opportunities for practising established roles and responsibilities.
>
> (2) Lessons identified in exercises should be integrated into work programmes and used to update plans and procedures to further improve the ability of agencies to carry out response and recovery activities

Exercises are defined as activities that consider or simulate a real life situation so that an agency is able to review or test procedures and practice participants in defined roles. They are an integral part of training and preparing agencies to carry out their functions in real emergencies.

21.2 National CDEM Exercise Programme

> **104 National CDEM Exercise Programme**
>
> (1) The National CDEM Exercise Programme provides the means to co-ordinate exercising of the CDEM operational capability of agencies and CDEM Groups and their local partners (for example, lifeline utilities).
>
> (2) The National CDEM Exercise Programme—
>   (a) seeks to exercise the operational arrangements within this plan, CDEM Group plans, and agency plans to—
>   (i) improve response and recovery at local, CDEM Group, and national levels; and
>   (ii) assess readiness; and
>   (b) is supplemented by regular agency and local exercises; and
>   (c) is co-ordinated by the MCDEM; and
>   (d) is an element of the all-of-government National Exercise Programme (interagency) managed by the DPMC.

In addition to clause 104 of the *National CDEM Plan 2015*, the National CDEM Exercise Programme supports the Director of CDEM to fulfil their responsibilities under the *CDEM Act 2002*, including:

◆ advising the Minister on matters relating to CDEM under section 8(2)(a), and

◆ monitoring the performance of CDEM Groups and persons who have responsibility under section 8(2)(f) (see Section 22, Monitoring and evaluation).

The National CDEM Exercise Programme involves regular CDEM exercises that link CDEM Groups with each other and with CDEM response arrangements at the national level.

Sponsorship, ownership, and governance

The National CDEM Exercise Programme Charter (the Charter) establishes the basis of the National CDEM Exercise Programme.

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.

While participation in the National CDEM Exercise Programme is voluntary, participation in this programme informs the MCDEM monitoring and evaluation process for CDEM Groups.

4 Tier exercise approach	The National CDEM Exercise Programme recognises that exercising needs to occur at all levels of the CDEM structure. It therefore establishes 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 a CDEM Group)
- Tier 3: Inter-Group exercise (across CDEM Groups, may include MCDEM), and
- Tier 4: National exercise (New Zealand or part thereof, including Tiers 1 to 3 and central government)

The principal focus of the National CDEM Exercise Programme is on Tiers 3 and 4. These exercises 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 for emergencies where CDEM is the lead agency[1] and align, where possible, with the interagency National Exercise Programme schedule managed by the Department of the Prime Minister and Cabinet (see section 21.2.2). The National CDEM Exercise Programme schedule of exercises can be found at www.civildefence.govt.nz (search for 'exercise calendar').

Guidance

MCDEM provides leadership and guidance across all levels of exercising through the provision of the *CDEM Exercises Director's Guideline [DGL 10/09]*, and an Exercise Writing and Management course.

21.2.1 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, and
- reports on Tiers 3 and 4 exercises.

Tier 3 exercises

MCDEM, CDEM Groups, and participating regional agencies:

- provide representation on the Governance Group
- participate in exercise planning and execution, and
- report to the Governance Group.

Tier 4 exercises

MCDEM and the Committee of Officials for Domestic and External Security Coordination (ODESC) and/or the National Security Committee of Cabinet (NSC), and participating national agencies:

- participate in exercise planning and execution as per National CDEM Exercise Programme, interagency National Exercise Programme, and NSC schedules, and
- report to the NSC.

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[1] Emergencies resulting from geological or meteorological events, or lifeline utility failure.

21.2.2 Interagency National Exercise Programme

The interagency National Exercise Programme has been established to help ensure that New Zealand is prepared to effectively respond to national security (all hazard) emergencies.

The National Exercise Programme is chaired by the Department of the Prime Minister and Cabinet.

The National Exercise Programme builds capability through a coordinated series of interagency exercises and these are measured against a set of national objectives. Capability is also built through the capture and sharing of lessons identified from previous emergencies and exercises.

The National Exercise Programme is supported by a Planning Team comprised of a professional body of specialists across government agencies. The Planning Team maintains oversight of national exercises and supports a consistent approach to national exercising through the development of tools and provision of guidance.

21.3 Exercising and testing activities

105   Exercising and testing activities

(1)   Each agency with roles and responsibilities under this plan should regularly exercise and test its arrangements.

(2)   Exercising arrangements may be carried out via the following means:

(a)   exercises run by an agency; and

(b)   exercises within the National CDEM Exercise Programme; and

(c)   exercises within the National Exercise Programme.

(3)   Each agency should share with other relevant agencies and CDEM Groups any lessons and improvements resulting from exercises and tests.

21.4 References and links

Other sections of the Guide

◆   Section 4, General roles and responsibilities

◆   Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)

◆   Section 6, Civil Defence Emergency Management Groups (CDEM Groups)

◆   Section 18, Readiness

◆   Section 19, Planning

◆   Section 22, Monitoring and evaluation

◆   Section 23, Public education and community engagement

◆   Section 24, Response

Other documents and links

◆   National CDEM Exercise Programme Charter (www.civildefence.govt.nz – search for 'exercises')

◆   National CDEM Exercise Calendar (www.civildefence.govt.nz – search for 'exercises')

◆   Ministry for Civil Defence & Emergency Management (2009) *CDEM Exercises Director's Guideline for Civil Defence Emergency Management Groups [DGL 10/09]*; ISBN: 978-0-478-25490-7 (www.civildefence.govt.nz – search for 'exercises')

22. Monitoring and evaluation

Summary

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. Legislative requirements for monitoring and evaluation of CDEM in New Zealand are established in the *CDEM Act 2002*.

Contents

The section contents are:

22.1 Introduction

22.1.1 Context for monitoring and evaluation

What are monitoring and evaluation?

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 2002.*

Functions of the Director of CDEM include:

- monitor and evaluate the *National CDEM Strategy* (section 8(2)(c))

- develop, monitor, and evaluate the *National CDEM Plan 2015* (section 8(2)(d)), and

- monitor the performance of CDEM Groups and persons who have responsibilities under the *CDEM Act 2002* (section 8(2)(f)).

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

- monitor and report on compliance within its area with the *CDEM Act 2002* and legislative provisions relevant to the purpose of the *CDEM Act 2002* (section 17(1)(h)), and

- a CDEM Group must ensure that its actions in exercising or performing its functions, duties, and powers under the *CDEM Act 2002* are not inconsistent with any *National CDEM Strategy* that is for the time being in force (section 37(1)).

22.1.2 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 22.1**. 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.
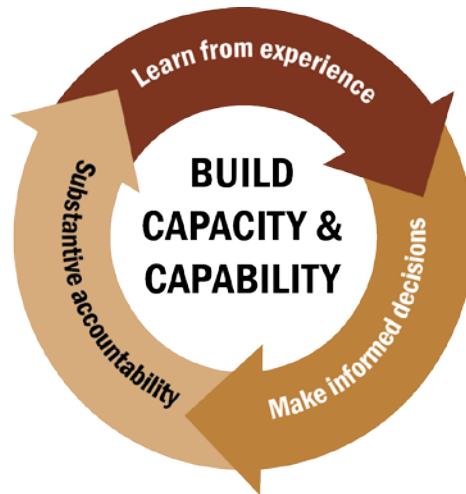
Figure 22.1: The continuous process of monitoring and evaluation to build capacity and capability.

22.1.3 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 2002*.

◆ **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 2002* should monitor and evaluate their compliance with the *CDEM Act 2002*, their performance in doing so, and their progress towards outcomes.

22.1.4 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, and

◆ there is clarity among agencies about roles, responsibilities or actions.

22.2 CDEM Monitoring and Evaluation Programme

107 CDEM Monitoring and Evaluation Programme

The CDEM Monitoring and Evaluation Programme aims to—

(a) provide performance criteria and a self-assessment process that any agency or CDEM Group can use to evaluate its capacity and capability at any time; and

(b) monitor the capacity and capability of all agencies with responsibilities under the Act by undertaking a programme of national capability assessments (all agencies will periodically complete a capability assessment to document New Zealand's collective CDEM capability).

22.3 Monitoring and evaluation activities

108 Monitoring and evaluation activities

(1) Each agency with responsibilities under the Act and this plan should—

(a) monitor and evaluate its capacity and capability to carry out activities across the 4 Rs by—

(i) measuring performance against standards, benchmarks, or performance indicators; and

(ii) exercising and testing capacity and capability; and

(iii) analysing effectiveness; and

(iv) tracking progress towards goals and objectives; and

(b) monitor its compliance with the Act.

(2) The MCDEM is responsible for the monitoring and evaluation of—

(a) the National CDEM Strategy; and

(b) this plan; and

(c) CDEM Groups and other persons with responsibilities under the Act.

(3) The monitoring and evaluation is to be carried out—

(a) by reviewing and reporting progress on the National CDEM Strategy; and

(b) by reviewing, exercising, and testing arrangements of this plan; and

(c) by evaluating the response to, and recovery from, emergencies; and

(d) through the CDEM Monitoring and Evaluation Programme.

22.3.1 CDEM monitoring and evaluation methodologies

CDEM monitoring and evaluation is delivered through three main mechanisms: the CDEM Monitoring and Evaluation Programme via the CDEM Capability Assessment Tool, the National CDEM Exercise Programme, and post-event reporting.

Individual agencies may also be subject to evaluation of their CDEM capability and capacity through other routine monitoring processes, for example central government agencies via the Performance Improvement Framework, or local government agencies via reporting required under the *Local Government Act 2002.*

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 2002*, 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.

National CDEM Exercise Programme

The National CDEM Exercise Programme (see Section 21, Excercising and testing) 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 CDEM. Participation in the National CDEM Exercise Programme helps develop, maintain, and demonstrate these.

The National CDEM Exercise Programme promotes coordination, 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 capability[1].

Reporting

Following completion of exercises, response to emergencies or any other capacity and capability assessment, reports should be shared with MCDEM 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, MCDEM:

- may review the issues, and their implications for national operations generally, and
- may 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 is 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.

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

22.3.2 Review of resources

While the *National CDEM Plan 2015* 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.

22.4 References and links

Other sections of the Guide	◆ Section 4, General roles and responsibilities
	◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Section 18, Readiness
	◆ Section 19, Planning
	◆ Section 20, Capability development
	◆ Section 21, Exercising and testing
	◆ Section 22, Monitoring and evaluation
	◆ Section 23, Public education and community engagement
	◆ Section 24, Response
Other documents	◆ Ministry of Civil Defence & Emergency Management (2015) *CDEM Group Planning Director's Guideline for Civil Defence Emergency Management Groups [DGL 09/15]* (www.civildefence.govt.nz – search for 'CDEM Group planning')
	◆ State Services Commission website: (www.ssc.govt.nz – search for 'performance improvement framework)
	◆ *National Capability Assessment Report 2012* (www.civildefence.govt.nz – search for 'capability assessment')

23. Public education and community engagement

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 consequences.

Contents

The section contents are:

23.1 Introduction

> ### Part 7
> ### Readiness
> #### Public education and community engagement
>
> **109   Introduction**
> *(1)   CDEM public education and community engagement aims to—*
>
> *(a)   build public awareness of New Zealand's hazards and their possible consequences; and*
>
> *(b)   enable individuals and communities to take the necessary steps to reduce risks and prepare for emergencies; and*
>
> *(c)   work with other agencies to support and align with each other's strategies and programmes.*
>
> *(2)   Each lead agency is responsible for the development and delivery of public education and community engagement strategies and programmes relating to the hazards and risks it manages.*

23.2 National CDEM public education strategy

> **110   National CDEM public education strategy**
> *The national CDEM public education strategy provides overall direction for developing and delivering public education programmes to—*
>
> *(a)   increase individual and community awareness of all hazards; and*
>
> *(b)   improve readiness for an emergency; and*
>
> *(c)   increase community awareness, understanding, and participation in CDEM; and*
>
> *(d)   define those programmes that are best co-ordinated and delivered at a national level by the MCDEM; and*
>
> *(e)   identify supporting strategies for programmes delivered by CDEM Groups and local authorities at the CDEM Group and local level.*

Reinforcing the message

Public education and heightened awareness will not guarantee actions or behaviours that lead to higher levels of preparedness at home, at work, or across communities. The programme is supported by plans and initiatives that promote actions in communities to reinforce the "Get Ready" message and encourage people to put thoughts into action.

The National Public Education Reference Group, chaired by the Director of CDEM and comprising public education representatives from each of the CDEM Groups, plays a key role in this reinforcement. Strategy, consistent messages, and awareness are created nationally, while community engagement to support the programme happens locally.

23.3 National CDEM public education programme

> **111   National CDEM public education programme**
> *(1)   The national CDEM public education programme comprises activities that promote the national CDEM public education strategy, including—*
>
> *(a)   a long-term public education strategy; and*
>
> *(b)   a national mass-media campaign and supporting resources; and*
>
> *(c)   a national schools programme; and*
>
> *(d)   monitoring and evaluation.*
>
> *(2)   Each agency developing public messages about hazards and risks is encouraged to ensure consistency with nationally agreed and supported messages for CDEM.*

The Way Forward – Strategic Framework for the National CDEM Public Education Programme (the Public Education Programme) is the national CDEM public education strategy document. It details the thinking behind the current national public education programme and provides the strategic framework in which MCDEM and CDEM Groups will work to improve public awareness, understanding, commitment and preparedness for disasters.

The Public Education Programme consists of:

◆ a national media campaign (traditional and social media) and supporting resources – Get Ready Get Thru

◆ a national schools programme – 'What's The Plan Stan?'

◆ additional actions by MCDEM to support and build on these programmes

◆ actions undertaken by CDEM Groups at a community level to build on the national programme, and

◆ ongoing monitoring and evaluation of the programme.

The approach to Public Education is currently under review. The review will look at what the right channels are to reach the right people at the right time. The role of traditional media, social media, advertising, online activity, educational resources, and community engagement will be part of this work. The updated Public Education Strategy is expected to include a specific social media strategy.

Objectives

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 changes (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.

A multi-media approach

Successful social change programmes ensure that messages are carried to audiences through a variety of mechanisms, media and means. This means not relying, for example, on television advertising alone, but backing it up with numerous other interventions.

The strategy for the programme uses multi-media supported by a concerted series of communication activities, coordinated resources, events, media opportunities, web and multi-level networking to ensure the programme has a wide reach and to bring a sense of 'ubiquity' to the messages.

23.4 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

◆ quantitative benchmark research to monitor and improve effectiveness of public education programmes.

23.5 References and links

Other sections of the Guide

- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 18, Readiness
- Section 19, Planning
- Section 20, Capability development
- Section 21, Exercising and testing
- Section 22, Monitoring and evaluation
- Section 24, Response

Other documents

- Ministry of Civil Defence & Emergency Management (2006) *The Way Forward – Strategic Framework for the National CDEM Public Education Programme 2006-2015* (www.civildefence.govt.nz – search for 'national public education programme')
- Get Ready Get Thru campaign evaluation – annual Colmar Brunton survey results (www.civildefence.govt.nz – search for 'research and evaluation')
- *Report of the 2012 "What's The Plan Stan?" survey of New Zealand primary schools* (www.civildefence.govt.nz – search for 'research and evaluation')
- *Disaster Preparedness Education in Schools: Recommendations for New Zealand and the United States* (2011) (www.civildefence.govt.nz – search for 'research and evaluation')
- www.getthru.govt.nz (provides practical public education information about what to do before, during and after emergencies)
- www.facebook.com/nzgetthru (Facebook page that supports the public education campaign)
- www.twitter.com/NZGetThru (Twitter account that supports the public education campaign)
- www.whatstheplanstan.govt.nz (a teaching resource for primary and intermediate schools)

24. Response

Summary   Response involves actions taken immediately before, during, or directly after an emergency to save lives and property, and to help communities recover.

Agencies respond to emergencies by activating their own plans and coordinating their activities with other agencies to manage the consequences of the emergency.

Contents   The section contents are:

24.1 Introduction

Part 8
Response

112 Introduction

(1) *Response involves actions taken immediately before, during, or directly after an emergency to save lives and property and to help communities begin to recover.*

(2) *Response ends when the response objectives have been met or a transition to recovery has occurred.*

24.2 Objective

113 Objectives

Response objectives include—

(a) *the preservation of life; and*

(b) *the prevention of escalation of the emergency; and*

(c) *the maintenance of law and order; and*

(d) *the provision of safety and security measures for people and property; and*

(e) *the care of sick, injured, and dependent people; and*

(f) *the provision of essential services; and*

(g) *the preservation of governance; and*

(h) *the protection of assets (including buildings and their contents and cultural and historic heritage assets); and*

(i) *the protection of natural and physical resources and the provision of animal welfare (to the extent reasonably possible in the circumstances); and*

(j) *the continuation or restoration of economic activity; and*

(k) *the putting into place of effective arrangements for the transition to recovery.*

24.3 Principles

114 Principles

(1) *Agencies respond to an emergency by co-ordinating with the lead agency and activating their own plans.*

(2) *Within the constraints that the emergency creates, each agency, operating within its particular mandate, is expected to—*

(a) *assess the consequences of an emergency on its own staff, assets, and services; and*

(b) *activate its own business continuity and emergency operational arrangements; and*

(c) *maintain or restore the services it provides; and*

(d) *communicate relevant information to the lead agency, other responders, and the public; and*

(e) *align response activities with those of other agencies to avoid gaps and duplications.*

(3) *In addition, CDEM Groups, emergency services, and lifeline utilities are expected to—*

(a) *undertake initial assessments of the form, and extent of the consequences, of the emergency and potential further risks to people, property, and services within the affected area; and*

(b) *co-ordinate the local efforts of their agency; and*

(c) *communicate assessments and actions to the appropriate lead agency.*

(4) *Recovery measures should be planned for and implemented (with necessary modifications) from the first day of the response (or as soon as practicable) and should be co-ordinated and integrated with response actions.*

24.4 Coordinated Incident Management System (CIMS)

115 Co-ordinated incident management system (CIMS)

(1) Responses to emergencies are based on the CIMS framework.

(2) The purpose of the CIMS is to achieve effective co-ordinated incident management across responding agencies by—

(a) establishing common structures, functions, and terminology to be used by agencies in incident management, yet within a framework that is flexible, modular, and scalable so that it can be tailored to circumstances specific to any level or type of incident; and

(b) enabling agencies to develop their own processes, procedures, and train-ng for the execution of the CIMS.

(3) To give effect to the CIMS, those fulfilling key roles at the national, CDEM Group, and local levels during the response are expected to be trained and practised in its use.

(4) The CDEM response under this plan recognises the CIMS response levels.

24.5 Transition to recovery

116 Transition to recovery

(1) Planning for the transition from response to recovery needs to occur during response.

(2) Transitional arrangements are set out in clause 155 of this plan.

See Section 32, Recovery for more information.

24.6 References and links

Other sections of the Guide

- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Sections 8 – 16, for specific roles of agencies and sectors
- Section 25, National warnings and advisories
- Section 26, National Crisis Management Centre
- Section 27, Emergency information management
- Section 28, Public information management
- Section 29, Logistics
- Section 30, Mass evacuation
- Section 31, International assistance for New Zealand
- Section 32, Recovery
- Section 33, Government financial support to local authorities

Other documents

- Ministry of Civil Defence & Emergency Management (2008) (Revised October 2014) *Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL 06/08]*; ISBN 978-0-478-43504-7 (www.civildefence.govt.nz – search for 'response management')
- Officials' Committee for Domestic and External Security Coordination (2014) *New Zealand Coordinated Incident Management System (CIMS) 2nd Edition*; ISBN 978-0-478-43500-9 (www.civildefence.govt.nz – search for 'CIMS')
- Ministry for Civil Defence & Emergency Management (2015) *Response Planning Director's Guideline DGL [19/15]* ISBN 978-0-478-43512-2 (www.civildefence.govt.nz – search for 'response planning')

25. National warnings and advisories

Summary

Warnings and advisories are used to advise agencies, authorities, and/or the public of threats, enabling them to take appropriate action.

Contents

The section contents are:

25.1 Introduction

Part 8

Response

National warnings and advisories

117 Introduction

(1) National warnings and advisories provide information about the potential or actual threat to people, property, areas, or social or economic activities.

(2) National warnings and advisories do not cover—

(a) long-term or slowly evolving threats about which information is disseminated through the usual communications of relevant agencies; or

(b) the actions to be taken by agencies and the procedures for responding to national warnings and advisories.

(3) The effectiveness of a warning or an advisory depends on—

(a) the timeliness of the warning or advisory; and

(b) the delivery and receipt of the warning or advisory; and

(c) the recipients' understanding of the necessary action to be taken in respect of the particular threat or threats; and

(d) the readiness and response at the national, CDEM Group, and local levels.

25.2 Objective

118 Objectives

(1) The objective in respect of potential or actual threats is to issue national warnings and advisories in a timely manner so that agencies, CDEM Groups, local authorities, and people can take action to reduce loss of life, injury, and damage.

(2) Warnings and advisories are to be given as quickly as practicable.

(3) Where a warning is not possible, the objective is to inform the response by indicating the likely magnitude of an emergency and the extent of the affected areas.

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 threat.

25.3 Principles

119 Principles

(1) Monitoring, identification, and analysis of geological and meteorological hazards and threats and subsequent issuing of hazard information is to be undertaken at all times by the following agencies:

(a) the Meteorological Service of New Zealand Limited (severe weather); and

(b) GNS Science (earthquake, volcanic activity, and landslides); and

(c) the MCDEM (tsunamis).

(2) Relevant government agencies, CDEM Groups, local authorities, and lifeline utilities are to maintain arrangements to receive and respond to hazard information.

25.4 National warning system

General	**120**	**National warning system**

120 National warning system

(1) The national warning system is a 24/7 process for communicating hazard information to alert recipients to the need for readiness and possible response to a potential or an imminent threat that may result in an emergency.

(2) The MCDEM is responsible for overseeing the maintenance and function of the national warning system.

(3) The standard operating procedure under this system specifies the principles underlying and methods of disseminating national warnings.

(4) National warnings and advisories are provided by the MCDEM to CDEM Groups, local authorities, emergency services, agencies, lifeline utilities, and broadcasters.

CDEM Groups

(5) CDEM Groups are responsible for—

    (a) disseminating national warnings to local communities; and

    (b) maintaining local warning systems.

Other agencies

(6) If arrangements are made with the MCDEM, the national warning system can be used to issue national warnings about hazards for which warning arrangements are decided and maintained by other agencies.

25.4.1 Use of the national warning system

Warnings or advisories may be issued for any type of hazard (**see** Appendix 1 of the *National CDEM Plan 2015*). The type of warning or advisory to be issued will depend on the hazard type and potential impact.

MCDEM issues warnings or advisories for hazards for which CDEM is the lead agency. Warnings or advisories may be issued when:

- a hazard poses a threat or potential threat to people and/or property and may result in an emergency, or

- when MCDEM considers there is sufficient public interest to state that a hazard does not pose a threat.

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 25.1**.
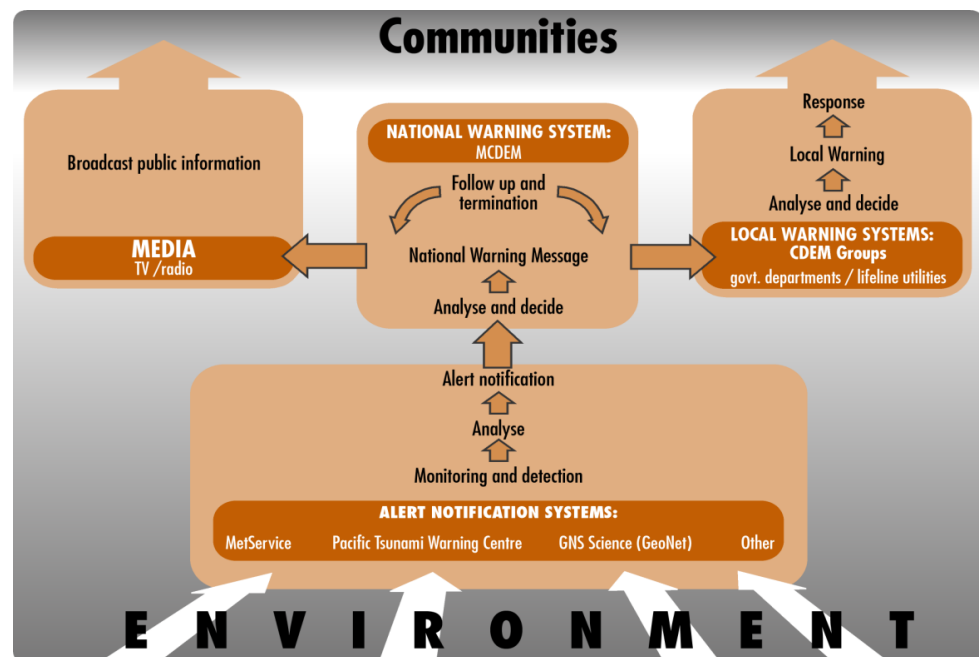
Figure 25.1 The national warning system.

25.4.2 Types of warnings and advisories 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 Advisory – Volcanic Activity: Minor Volcanic Eruption
- National Advisory – Large Pacific earthquake (holding message)
- National Warning – [Type of Hazard]: Threat to NZ
- National Warning – Volcanic Activity: Moderate Volcanic Eruption
- National Warning – Volcanic Activity: Major Volcanic Eruption
- National Warning – Tsunami: Beach and Marine Threat
- National Warning – Tsunami: Land and Marine Threat
- National Advisory – [Type of Hazard]: Cancellation Message
- National Warning – [Type of Hazard]: Cancellation Message, or
- National Warning – Test Message.

A National Advisory – [Type of Hazard] Potential Threat to NZ will be followed with one of the following:

- National Warning – [Type of Hazard] Threat to NZ, or
- cancellation message.

A National Advisory – Large Pacific earthquake (holding message) will be followed with one of the following:

- National Warning – Tsunami: Beach and Marine Threat
- National Warning – Tsunami: Land and Marine Threat
- National Advisory – Tsunami No Threat to NZ.

A National Warning – [Type of Hazard] Threat to NZ will be followed by either one of the following:

- for tsunami messages only, hourly update messages (except between 10pm and 5am, when updates will only be issued if there is a significant change), or
- cancellation message.

25.4.3 Recipients of warnings and advisories issued via the national warning system

Registered recipients

Warnings and advisories 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 25.4.4.

Agencies that meet the required standards and wish to receive warnings and advisories via the national warning system must register with MCDEM.

Media

The news media is included in the dissemination of 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 (for further information **see** Section 28, Public information management).

25.4.4 Standards for participation in the national warning system

It is the responsibility of all agencies receiving warnings and advisories via the national warning system to maintain systems to receive, disseminate, and respond to warnings.

Effective delivery of warnings and advisories is dependent on recipients meeting the performance standards specified in **Table 25.1**.

Table 25.1: Standards for registration with the national warning system.

Output	Performance standard
Capability to receive and respond to warnings and advisories	◆ All hours. ◆ Procedures are in place to facilitate an effective response to warnings and advisories.
Maintenance of communication systems	Landline telephone or cell phone, and email must be accessible at all hours.
Provision of contact details	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. Agencies must provide the following contact details: ◆ point of contact email address ◆ duty telephone number ◆ duty email address ◆ duty mobile number for SMS text message Recipient agencies are to ensure contact details are current and correct, and are to manage the recipients under any address.
Participation in national warning message tests	Participate in national warning system tests (four per year).

Note: Effective delivery of warnings and advisories 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.

25.4.5 Monitoring and review of the national warning system

Procedures for the dissemination and receipt of warnings and advisories, 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.

25.4.6 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:

◆ tests could be at any time, including out of office hours, and

◆ tests are conducted without prior notice.

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.

25.4.7 Contact lists

MCDEM maintains lists of all recipients' contact details. All recipients are required to forward changes of contact details to MCDEM as they occur.

25.4.8 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 or advisory, MCDEM will:

1. send the appropriate type of warning, advisory or cancellation message by email and SMS text message to those registered with the national warning system and the news media

2. contact the MCDEM Regional Emergency Management Advisors (REMAs) to advise them that a warning or advisory has been issued and allow them to call the relevant CDEM Groups to ensure they have received the message

3. send a request for broadcast message to the listed public broadcasters (for certain warnings)

4. monitor the delivery of the message, and

5. send updates (at least hourly for tsunami, except between 10pm and 5am, when updates will only be issued if there is a significant change) 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, a National Advisory – Earthquake, 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.

25.5 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 or advisories for specific hazards at the national level.

25.5.1 Severe weather

Lead agency	MetService
Support agency	MCDEM
Coverage	Pre- and during event

MetService is the official source of meteorological information in New Zealand. A contract between MetService and the Ministry of Transport specifies the requirements.

Types of severe weather messages

Information about severe weather issued by MetService fall into three general groups (shown in **Tables 25.2** to **25.4** on the next page):

◆ Outlooks, Watches, and Warnings of widespread severe weather

◆ Outlooks, Watches, and Warnings of local severe weather

◆ Advice about severe weather which is not captured by the widespread or local severe weather messages above.

Table 25.2: Outlooks, Watches and Warnings of widespread severe weather.

Message	Issued
Severe Weather Outlook	Every day It describes the likelihood of widespread heavy rain, heavy snow or severe gales occurring in the 3–6-day period.
Severe Weather Watch	◆ Whenever it is likely that conditions will deteriorate to those requiring the issue of a Severe Weather Warning after the immediate 24-hour period but within 48-72 hours, or ◆ Whenever it is possible that conditions will be close to severe within the next 24-48 hours, particularly if there is a high level of uncertainty.
Severe Weather Warning	Whenever it is likely that widespread heavy rain, heavy snow or severe gales will occur in the next 24-36 hours. Severe Weather Forecasters discuss significant aspects of the weather situation with key stakeholders as appropriate. Severe Weather Watches and Warnings may be issued any time but are usually issued around 0900 and 2100 hours. The Severe Weather Outlook is published on MetService's website and the text of it is available by publicly-subscribable email list. 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 Outlooks, Watchers and Warnings are made widely available via MetService websites, and/or smart phone apps and/or publicly subscribable email.	

Table 25.3: Outlooks, Watches and Warnings of local severe weather.

Message	Issued
Thunderstorm Outlook	Twice daily, usually mid-morning and mid-evening. It describes the likelihood of localised heavy rain, heavy hail or strong winds (including tornadoes) occurring in the next 24-36 hours.
Severe Thunderstorm Watch	Whenever there is a moderate or high likelihood that severe thunderstorms bringing localised heavy rain, heavy hail or strong winds (including tornadoes) will occur over the New Zealand landmass within the next 24 hours.
Severe Thunderstorm Warning	Whenever information from the MetService weather radar or some other reliable source indicates that a severe thunderstorm (bringing localised heavy rain, heavy hail or strong winds (including tornadoes)) exists within a 150 km radius of a MetService weather radar and it is possible to track and predict the expected path of the thunderstorm.
Thunderstorm Outlooks, Watches and Warnings are made widely available via MetService websites, and/or smart phone apps and/or publicly subscribable email. Thunderstorm Outlooks, Watches and Warnings are not issued for the Chatham Islands.	

Table 25.4: Advice about severe weather which is not captured by the widespread or local severe weather messages.

Message	Issued
Special Weather Advisory	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. A Special Weather Advisory may also be issued following a significant weather event which caused widespread damage and disruption in order to assist with post-storm operations.
Road Snowfall Warning	Whenever there is a likelihood of snow settling and causing disruption within the next 24 hours on the following roads: Napier-Taupo Road (SH5), Desert Road (SH1), Rimutaka Hill Road (SH2), Lewis Pass (SH7), Arthur's Pass (SH73), Porters Pass (SH73), Lindis Pass (SH8), Haast Pass (SH6), Milford Road (SH94), Dunedin to Waitati Highway (SH1).
Snow Otago Warning	Whenever heavy snow is expected to affect South Canterbury and Otago in the next 24 hours, such that snow accumulation exceeds 20 cm at or below 1500 metres within 24 hours but is not sufficient to warrant the issue of a Severe Weather Warning.
Special Weather Advisories, Road Snowfall Warnings and Snow Otago Warnings are made widely available via MetService websites, and/or smart phone apps and/or publicly subscribable email.	
Swell Warning	Whenever the swell or the combined waves (depending upon the area) on a prescribed coast is expected to reach above warning limits within the forecast period, before midnight the following day. Swell warnings are issued for selected parts of the New Zealand coast by arrangement with Regional Councils. Sent to relevant Regional Councils, but not published on the MetService website or made available to the media.
Advice of Abnormally High Sea Water	Whenever the seas level on the coast from Opotiki to the Bay of Islands is expected to be abnormally high. Sent to relevant Regional Councils, but not published on the MetService website or made available to the media.

25.5.2 Volcanic unrest or eruption

Lead agency	GNS Science
Support agencies	MCDEM, MetService, Ministry of Health, CDEM Groups, Police and Fire Service.
Coverage	Pre, during and post-event

New Zealand Volcanic Alert Level System

GNS Science, through the GeoNet Project, is the national source of volcanic monitoring. GeoNet issues notifications of any change in volcanic alert level status through Volcanic Alert Bulletins to MCDEM, other agencies, and the media. See www.geonet.org.nz.

The New Zealand Volcanic Alert Level System is illustrated in **Figure 25.2**.

New Zealand Volcanic Alert Level System

	Volcanic Alert Level	Volcanic Activity	Most Likely Hazards
Eruption	5	Major volcanic eruption	Eruption hazards on and beyond volcano*
	4	Moderate volcanic eruption	Eruption hazards on and near volcano*
	3	Minor volcanic eruption	Eruption hazards near vent*
Unrest	2	Moderate to heightened volcanic unrest	Volcanic unrest hazards, potential for eruption hazards
	1	Minor volcanic unrest	Volcanic unrest hazards
	0	No volcanic unrest	Volcanic environment hazards

An eruption may occur at any level, and levels may not move in sequence as activity can change rapidly.

Eruption hazards depend on the volcano and eruption style, and may include explosions, ballistics (flying rocks), pyroclastic density currents (fast moving hot ash clouds), lava flows, lava domes, landslides, ash, volcanic gases, lightning, lahars (mudflows), tsunami, and/or earthquakes.

Volcanic unrest hazards occur on and near the volcano, and may include steam eruptions, volcanic gases, earthquakes, landslides, uplift, subsidence, changes to hot springs, and/or lahars (mudflows).

Volcanic environment hazards may include hydrothermal activity, earthquakes, landslides, volcanic gases, and/or lahars (mudflows).

***Ash, lava flow, and lahar (mudflow) hazards may impact areas distant from the volcano.**

This system applies to all of New Zealand's volcanoes. The Volcanic Alert Level is set by GNS Science, based on the level of volcanic activity. For more information, see geonet.org.nz/volcano for alert levels and current volcanic activity, gns.cri.nz/volcano for volcanic hazards, and getthru.govt.nz for what to do before, during and after volcanic activity. Version 3.0, 2014.

Figure 25.2: New Zealand Volcanic Alert Level System.

Eruption imminent/occurred

MCDEM receives Volcanic Alert Bulletins about an imminent eruption from GNS Science. MCDEM forwards these via the national warning system. Additionally, the GNS Science Duty Officer may notify the MCDEM Duty Officer of significant volcanic activity by telephone. In consultation with GNS Science 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, MetService is responsible for the issue of Volcanic Ash Advisories for the civil aviation industry over an area covering New Zealand and from the Equator to the South Pole between 160E and 140W. Volcanic ash advisories forecast the distribution and spread of the airborne ash cloud from an erupting volcano for the purpose of aviation safety. They are issued directly to MCDEM, to the international aviation and meteorological communities and published on the Wellington Volcanic Ash Advisory Centre (VAAC) website (http://vaac.metservice.com).

25.5.3 Earthquake

Lead agency	GNS Science
Support agencies	MCDEM
Coverage	Post-event

While no reliable means exist in New Zealand for forewarning of earthquake events, GNS Science through the GeoNet Project is the national source of earthquake monitoring and notifications (including Operational Earthquake Forecasting). These notifications can assist with assessing likely consequences to inform response actions. GNS Science provides information via web service and RSS, email and smartphone apps.

GNS Science notifies MCDEM and subscribers of all felt earthquakes through earthquake reports, issued within 5 minutes of the event. Additionally, the GNS Science Duty Officer may notify the MCDEM Duty Officer of significant earthquakes by telephone. For earthquakes of maximum felt intensity of MMVI[1] and higher, MCDEM checks on damage levels in the impacted areas. Where the impact seems significant, MCDEM will issue an advisory via the national warning system.

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 their MCDEM Regional Emergency Management Advisor, who will then inform the MCDEM Duty Officer.

25.5.4 Tsunami

Distant and regional sources

Lead agency	MCDEM
Support agencies	GNS Science, PTWC, CDEM Groups
Coverage	Pre- and post-event

MCDEM and GNS Science receive tsunami information statements or tsunami threat messages 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.

The MCDEM Duty Officer gives immediate consideration to information 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. 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 the 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.

CDEM Groups activate their respective local warning systems in response to warnings or advisories issued by MCDEM and decide on appropriate further action. Decisions about local responses are encouraged to be made in consultation with the neighbouring Controllers and the National Controller.

The National Tsunami Advisory and Warning Plan describes the processes, procedures, considerations and the types of warnings and advisories are sent for tsunami under the national warning system. It is available on the MCDEM website (www.civildefence.govt.nz – search for 'tsunami advisory').

---

[1]   Modified Mercalli scale of earthquake intensity, level VI

Local source

Natural, felt signs are the primary warning for local source tsunami. If possible, MCDEM will issue official warnings as soon as practicable, noting that the first waves may arrive before these official warnings are issued.

Local source tsunami have no lead agency, as natural signs serve as the primary warning.

Support agencies	CDEM Groups, MCDEM, GNS Science, PTWC, NIWA, New Zealand Police, media
Coverage	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:

People in coastal areas 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. Natural signs include:

- 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.

The first official warnings will be the result of a preliminary assessment only, based on initial available data. If possible, MCDEM will broadly indicate where evacuations should be undertaken. CDEM Groups may then refine this information to determine which zones to evacuate.

25.6 References and links

Other sections of the Guide	◆ Section 2, Hazards and risks
	◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Section 16, Science and research organisations
	◆ Section 24, Response
	◆ Section 26, National Crisis Management Centre
	◆ Section 27, Emergency information management
	◆ Section 28, Public information management.
	◆ Section 29, Logistics
	◆ Section 30, Mass evacuation
	◆ Section 31, International assistance for New Zealand
	◆ Section 32, Recovery
Other documents	◆ Ministry of Civil Defence & Emergency Management (2009) (revised October 2010) *Tsunami Advisory and Warning Supporting Plan [SP 01/09]*; ISBN 978-0-478-43503-0 (www.civildefence.govt.nz – search for 'tsunami advisory')
	◆ MCDEM National Duty System standard operating procedures

26. National Crisis Management Centre (NCMC)

Summary

The National Crisis Management Centre (NCMC) is an all-of-government facility that can be used by MCDEM when it is the lead agency in emergencies. The NCMC can also be used by other lead agencies to coordinate national response arrangements.

Contents

The section contents are:

26.1 Introduction

Part 8
Response
NCMC

121 Introduction

(1) The NCMC is a facility established by the Government to enable the national co-ordination and management of the response to and recovery from emergencies.

(2) The MCDEM is responsible for the management, development, and maintenance of the generic NCMC facilities and reports to the ODESC in this regard.

26.2 Objective

122 Objective

The objective of the NCMC is to facilitate an all-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.

26.3 Principles

123 Principles

The principles underlying the maintenance, development, and use of the NCMC are to—

(a) keep the NCMC in a constant state of readiness for activation, with the understanding that emergencies requiring an all-of-government response may require activation of the NCMC by the lead agency or the ODESC; and

(b) ensure that the relevant lead agency, when responding to an imminent threat or emergency, initiates the appropriate government crisis management arrangements at a speed and to a level commensurate with the threat or emergency; and

(c) ensure that agencies with supporting roles examine the nature of the emergency or threat and activate their emergency arrangements in co-ordination with the lead agency (those agencies may be required to provide representation and support at the NCMC); and

(d) understand that the NCMC may be activated without a declaration of a state of local or national emergency; and

(e) ensure that all lead agencies are responsible for the maintenance of their own unique infrastructure, processes, and staffing arrangements (including provision for support agencies); and

(f) understand that responding to any emergency has precedence over exercising and testing in the NCMC.

26.4 MCDEM use of NCMC

MCDEM when lead agency

124 MCDEM use of NCMC when lead agency

(1) The MCDEM, when the lead agency, uses the NCMC to support the National Controller and to co-ordinate an all-of-government response.

(2) The NCMC is used to—

(a) gather, collate, assess, and produce information; and

(b) co-ordinate and direct response operations and support; and

(c) issue public information and conduct media liaison; and

(d) inform and advise Ministers, Cabinet, and agencies; and

(e) co-ordinate national resources and international assistance (if required).

(3) The nature of the emergency determines the model of activation (the NCMC may operate in any of the modes indicated in Appendix 2).

Activating the NCMC	*(4) Activating the NCMC for an emergency when the MCDEM is the lead agency involves links with—*
	(a) ECCs; and
	(b) support agencies; and
	(c) national lifeline utilities; and
	(d) news media.
	(5) When the MCDEM is the lead agency, other agencies may perform the role of support agency and provide liaison officers to the NCMC to assist with co-ordination at the national level in accordance with agency roles and responsibilities as set out in this plan.

Support agencies in the NCMC	*(6) When the MCDEM is the lead agency, support agencies for the NCMC may include—*
	(a) GNS Science:
	(b) the DPMC:
	(c) the Meteorological Service of New Zealand Limited:
	(d) the Ministry of Business, Innovation, and Employment:
	(e) the Ministry of Foreign Affairs and Trade:
	(f) the Ministry of Health:
	(g) the Ministry for Primary Industries:
	(h) the Ministry of Social Development:
	(i) the Ministry of Transport:
	(j) the New Zealand Customs Service:
	(k) the New Zealand Defence Force:
	(l) the New Zealand Fire Service:
	(m) the New Zealand Police:
	(n) Transpower.

NCMC modes

Mode	Roles	Scale
1 Monitor	*Monitor and assess threats and incidents that may lead to a local emergency.*	*Lead agency: on standby* *Minimal staffing to monitor impending or actual emergency* *Support agencies: on standby*
2 Engage	*In addition to monitoring activities: collect, analyse, and disseminate information on emergencies; report to or advise Government; provide public information service*	*Lead agency: increased staffing* *Support agencies: kept informed, some activated*
3 Assist	*In addition to engagement activities: process or co-ordinate requests for support from regional and local organisations, including assistance from overseas, and international liaison; report to or advise Government*	*Lead agency: partial to full staffing* *Support agencies: most activated* *NCMC: fully operational*
4 Direct	*In addition to assisting activities: control and direct the overall response.*	*Lead agency: full staffing* *Support agencies: all activated* *NCMC: fully operational*

26.5 Use of NCMC by other lead agencies

The NCMC can also be used by other lead agencies to coordinate national responses, supported by other agencies. MCDEM will provide support to any lead agency as detailed in clause 125 of the *National CDEM Plan 2015*.

> **125 Use of NCMC by other lead agencies**
>
> *When a lead agency other than the MCDEM is using the NCMC to co-ordinate the response to an emergency, the MCDEM will—*
>
> *(a)   co-ordinate the CDEM response from an alternative location; and*
>
> *(b)   provide a liaison officer to the NCMC; and*
>
> *(c)   provide NCMC facilities to support the lead agency.*

26.6 Readiness

Readiness

The NCMC is an all-of-government facility, and the Officials' Committee for Domestic and External Security Coordination (ODESC) is responsible for the general management, development, and maintenance of the facility. ODESC has delegated day-to-day responsibilities for this to MCDEM. The NCMC is kept in a constant state of readiness for activation by a lead agency.

NCMC Working Group

A Working Group consisting of representatives from all the user agencies is chaired by MCDEM. The NCMC Working Group facilitates inter-agency collaboration across the facility including network, infrastructure and operational procedures. The NCMC Working Group reports to ODESC.

26.7 Response

Procedures

The NCMC operating procedures for an emergency led by MCDEM are described in the MCDEM standard operating procedures for:

- ◆   NCMC Response Activation
- ◆   Concept of Operations: CDEM Response and Recovery, and
- ◆   specific NCMC functions.

MCDEM operations in the NCMC are based on the Coordinated Incident Management System (CIMS).

CDEM Groups

When the NCMC is activated, relevant Emergency Coordination Centres (ECCs) may also be activated. If not already activated, CDEM Groups may be requested by the National Controller to activate their ECCs. Links with relevant CDEM Groups are established and maintained in accordance with NCMC procedures.

NCMC Support agencies

When operating the NCMC, MCDEM may call upon any government agency, or lifeline utilities whose function or expertise may be required to support the national CDEM response.

26.8 References and links

Other sections of the Guide

- Section 3, Management of emergencies
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Sections 8 – 16, for specific roles of agencies and sectors
- Section 24, Response
- Section 25, National warnings and advisories
- Section 27, Emergency information management
- Section 28, Public information management
- Section 29, Logistics
- Section 30, Mass evacuation
- Section 31, International assistance for New Zealand
- Section 32, Recovery
- Section 33, Government financial support to local authorities

Other documents

- MCDEM Operating Procedures for:
  - NCMC Response Activation
  - Concept of Operations: CDEM Response and Recovery
  - NCMC Access Procedure for User Agencies
  - specific NCMC functions

27. Emergency information management

Summary   Information required for CDEM needs to be timely, relevant, consistent, reliable, and accessible.

Contents   The section contents are:

27.1 Introduction

Part 8

Response

Emergency information management

126 Introduction

(1) Emergency information management supports decision making before, during, and after an emergency.

(2) An appropriate and timely response requires efficient and effective information management.

(3) The MCDEM maintains a national CDEM emergency management information system for that purpose.

CDEM EMIS The CDEM Emergency Management Information System (CDEM EMIS) is used by MCDEM, CDEM Groups, and local authorities to record information and maintain situational awareness during an emergency. It is also used for a variety of functions during readiness. The main features of CDEM EMIS are that it:

- provides a common emergency information management tool for CDEM

- is web-based, so users can access the system anywhere the web is available

- provides the ability for MCDEM, CDEM Groups, and local authorities to manage and maintain base data

- provides for the recording and tracking of new data, and

- allows for the creation of standardised reports such as action plans, situation reports, resource status information, resource requests, maps, and emergency welfare information.

27.2 Objective

127 Objective

The objective of emergency information management is to manage and exchange timely, relevant, consistent, and reliable information to aid and support decision making and enable an effective and integrated response and recovery.

27.3 Principles

128 Principles

The principles regarding information management during an emergency are to—

(a) use, where practicable, systems that enable multi-agency use and visibility; and

(b) use business-as-usual information supplied from and maintained by the responsible agencies; and

(c) augment the business-as-usual information with information for the emergency, exchanged between the responding agencies; and

(d) use normal communication methods and additional emergency communication methods in the order of their availability and effectiveness at the time; and

(e) conform, where practicable, to equivalent business-as-usual practice and national standard specifications; and

(f) use inter-operable data standards; and

(g) apply business continuity principles (for example, emergency recovery, off-site backup, and multiple telecommunication paths); and

(h) ensure that information is appropriately secured in accordance with government protocols and policy; and

(i) apply standard requirements for official government information (in terms of security, disclosure, and record keeping) in the management and reporting of emergency information; and

(j) ensure that personnel who are able to access official information of a sensitive or classified nature are appropriately vetted.

27.4 Response

> **129 Reporting information during emergency**
>
> *The following lines of reporting information during an emergency should be used on a regular basis and as far as practicable:*
>
> *(a) Local Controllers inform the Group Controller; and*
>
> *(b) Group Controllers inform the National Controller; and*
>
> *(c) the National Controller provides consolidated reports, when appropriate, to—*
>
> > *(i) the Minister; and*
> >
> > *(ii) the ODESC; and*
> >
> > *(iii) CDEM Groups; and*
> >
> > *(iv) support agencies at the national level; and*
>
> *(d) Controllers at the national, CDEM Group, and local levels inform relevant support agencies; and*
>
> *(e) support agencies at the national, CDEM Group, and local levels inform the relevant Controllers.*

Recommended content for reports

During an emergency core emergency information needs to be captured and reported in a consistent manner (via situation reports). Situation reports should include the following information:

- **General details of the report**: report number, period covered, date, time, reporting centre.

- **Summary of emergency:** consequences on people, geographic location and extent of impacts, impacts on infrastructure and lifeline utilities, financial impacts.

- **Actions carried out**: the response management structures activated and initial recovery planning.

- **Predicted emergency progression**: summary of the nature and history (escalating/de-escalating) of the event, including predicted developments, to inform response management and initial recovery planning.

- **Resources in place and/or required**: key resources that have been deployed and/or outstanding resource requirements.

- **Limiting factors**: anything that does, or is likely to, impact the effectiveness of the response.

- **Assessment of critical issues or assumptions made**. For example:

  - people status: numbers and locations of displaced, missing, injured, deceased (including foreign nationals), welfare needs and what actions are being taken or planned

  - housing and property status: the extent of damage to housing stock and other buildings(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.

- **Intended actions**: outline significant actions intended in current and subsequent operations.

Such information needs to be presented as descriptive text and illustrated when appropriate in a spatial context (e.g. maps) or with images.

See the MCDEM publication *Rapid impact assessment: Information for the CDEM Sector [IS 14/13]* for more information about assessing the initial impact of emergencies (www.civildefence.govt.nz – search for 'rapid impact assessment').

27.5 Recovery

As the emergency response transitions into recovery, information needs to be captured and reported in a consistent manner. See Section 32, Recovery, for more information.

27.6 References and links

Other sections of the Guide

- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 24, Response
- Section 25, National warnings and advisories
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 29, Logistics
- Section 30, Mass evacuation
- Section 31, International assistance for New Zealand
- Section 32, Recovery
- Section 33, Government financial support to local authorities

Other documents

- Ministry of Civil Defence & Emergency Management (2013) *Rapid Impact assessment: Information for the CDEM Sector [IS 14/13];* ISBN 978-0-478-36807-9 (www.civildefence.govt.nz – search for 'rapid impact assessment')
- Ministry for Civil Defence & Emergency Management (2015) *Response Planning Director's Guideline DGL [19/15]* ISBN 978-0-478-43512-2 (www.civildefence.govt.nz – search for 'response planning')

28. 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:

28.1 Introduction

Part 8

Response

Public information management

130   Introduction

(1)   Public information management during an emergency involves—

(a)   identifying the need for information, advice, or assistance required; and

(b)   gathering information and disseminating it to the public; and

(c)   media liaison and monitoring.

(2)   Public information management is necessary before, during, and after an emergency.

(3)   The target audiences for public information are all people who are, or may be, directly or indirectly affected by the emergency, including culturally and linguistically diverse communities and people with disabilities.

28.2 Objectives

131   Objectives

The objectives of public information management during an emergency are to—

(a)   provide timely, accurate, and appropriate information, advice, or instruction to the public; and

(b)   build public confidence in a responsible, competent operation that makes all reasonable efforts to inform and protect the community; and

(c)   promote the effective management and co-ordination of public information between agencies, CDEM Groups, news media, and the public.

28.3 Principles

132   Principles

The principles underlying emergency public information management at the national level are to—

(a)   establish, before an emergency,—

(i)   a working relationship between news media representatives and Public Information Managers of lead agencies; and

(ii)   an understanding of each other's expectations during an emergency; and

(b)   provide, during an emergency, dependable, accurate, and timely information to news media to help the gathering and dissemination of news and information; and

(c)   use a wide range of channels and media to reach as many people as possible, including culturally and linguistically diverse communities and people with disabilities; and

(d)   ensure that each agency that manages public information during an emergency acts according to an integrated public information management plan established by the lead agency; and

(e)   provide public information that is consistent across all agencies involved in, or supporting, the response during an emergency and that is consistent within each agency at the national, CDEM Group, and local levels (key messages must be compatible or in agreement with each other); and

(f)   understand that national agencies and CDEM Groups may pool personnel and resources to provide a professional and timely public information service.

28.4 National roles

28.4.1 Ministry of Civil Defence & Emergency Management

MCDEM	**133 National roles**
	(1) During an emergency where the MCDEM is the lead agency,—
	(a) the Director or the National Controller will, as required, issue public information statements; and
	(b) the MCDEM will—
	(i) activate a public information management function to monitor and co-ordinate public information; and
	(ii) activate, as required, the memorandum of understanding with certain television and radio broadcasters for the broadcast of emergency announcements; and

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 and social media, promotion of the 0800 Government Helpline (when activated – **see** 28.4.2), and request of the broadcast of emergency announcements
- monitor the media
- coach and support MCDEM spokespeople
- maintain key relationships
- advise the all-of-government communications public information management group, and
- support CDEM Groups by:
  - publicly acknowledging the territorial authorities and CDEM Groups involved
  - coordinating 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.

28.4.2 Ministry of Social Development

Ministry of Social Development	*(c) the Ministry of Social Development, in consultation with, or at the request of, the National Controller, may activate the government helpline to provide information on the services and assistance available to people affected by the emergency; and*

0800 Government Helpline	Depending on the scale of the emergency the Government Helpline may be activated. Run by the Ministry of Social Development, the 0800 Government Helpline:

- provides easy access to information across agencies
- provides information regarding financial assistance and other support, and
- ensures people get correct, consistent and necessary assistance in a timely manner.

28.4.3 All-of-government communications group

All-of-Government communications group	
	(d) the DPMC, on the instructions of the ODESC, may convene an all-of-government communications group to develop and co-ordinate consistent national and international key messages.
	(2) The all-of-government communications group may include representatives from the following agencies:
	(a) the MCDEM:
	(b) the Ministry of Business, Innovation, and Employment:
	(c) the Ministry of Foreign Affairs and Trade:
	(d) the Ministry of Health:
	(e) the Ministry for Primary Industries:
	(f) the Ministry of Social Development:
	(g) the Ministry of Transport:
	(h) the New Zealand Customs Service:
	(i) the New Zealand Fire Service:
	(j) the New Zealand Police.

During an emergency, government can decide to convene the National Security Committee of Cabinet (NSC) to oversee the response (**see** Figure 3.1 in Section 3, Management of emergencies). An all-of-government communications group has been established to support and advise the Officials Domestic External Security Coordination committee (ODESC), which in turn advises the NSC.

The members of the communications group are senior managers with high security clearances. As well as advising ODESC, their role is to provide leadership and coordinate central government communications, and working with the lead agency PIM team, which deals with operational response. The group is convened by ODESC.

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 must liaise with the lead agency Public Information Manager so that statements can be coordinated, made consistent and, if need be, prioritised.

28.4.4 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 emergencies, emergency services information officers should liaise closely with the lead agency Public Information Manager, so that all information released is consistent and coordinated.

28.4.5 CDEM Groups

During all responses, CDEM Groups focus on communicating directly with communities. The range of channels and media used to achieve this should be as broad as possible.

When there is a state of national emergency or emergency of national significance, CDEM Groups must liaise with the national Public Information Manager so that statements can be coordinated, 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).

28.5 Specific Public Information Management arrangements

28.5.1 Issuing national warnings and advisories

MCDEM maintains a national warning system (**see** Section 25, National warnings and advisories) to issue advisories and warnings about hazards that may affect communities to news media. This system is supported by online, social media, traditional media and other ways of getting messages to communities when technology is limited.

28.5.2 Accessibility of information

'Accessibility' refers to characteristics of the built environment, and of information and communication systems that enable their use by all members of the community, regardless of language, cultural and ethnic identity, age, or disability (including physical, sensory, neurological, mental, or intellectual impairment).

MCDEM and CDEM Groups are expected to take practicable steps to ensure their public information is accessible. This may involve the use of:

- translators and interpreters (including New Zealand Sign Language (NZSL))
- video links for NZSL, or other languages spoken in the affected communities
- live captioning, and/or
- large print formats, or using diagrams or images as an alternative to text.

The Government Web Toolkit's information on accessibility requirements is available at www.webtoolkit.govt.nz. **See** also the MCDEM publication *Public Information Management [DGL 14/13]*, available at www.civildefence.govt.nz (search for 'public information management')

28.5.3 Automatic links between CDEM Group and MCDEM websites

MCDEM's website has automatic links to CDEM Groups' websites. When a CDEM Group changes the emergency status on its website, this is automatically displayed on the MCDEM website's homepage. The purpose is to make it easier for the public to find the CDEM Group's information, and for the CDEM Group to get its information to the public.

CDEM Group Controllers are responsible for the information their CDEM Group issues during emergencies. They must ensure their webmasters understand how the automatic links work and the protocols for using them.

28.5.4 Broadcasting emergency announcements on radio and television

Radio and television provide a critical channel for the dissemination of 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 2015*, 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

  ◆ The Radio Broadcasters Association

  ◆ The Association of Community Access Broadcasters[1]

  ◆ Television New Zealand Limited, and

  ◆ Media Works TV Limited.

Individual arrangements between local CDEM agencies and local broadcasters also exist but are not covered within the *National CDEM Plan 2015* and the MOU 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, CDEM Group, or Local Controller, or

  ◆ the Director of CDEM.

28.6 References and links

Other Guide sections	◆ Section 3, Management of emergencies

  ◆ Section 3, Management of emergencies

  ◆ Section 4, General roles and responsibilities

  ◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)

  ◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)

  ◆ Section 24, Response

  ◆ Section 25, National warnings and advisories

  ◆ Section 26, National Crisis Management Centre

  ◆ Section 27, Emergency information management

  ◆ Section 29, Logistics

  ◆ Section 30, Mass evacuation

  ◆ Section 31, International assistance for New Zealand

  ◆ Section 32, Recovery

  ◆ Section 33, Government financial support to local authorities

Other documents

  ◆ Ministry of Civil Defence & Emergency Management (2013) *Public Information Management Director's Guideline for Civil Defence Emergency Management Groups [DGL14/13]*; ISBN 0-478-35572-7 (www.civildefence.govt.nz – search for 'public information management')

  ◆ Ministry of Civil Defence & Emergency Management (2008) (Revised October 2014) *Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL 06/08]*; ISBN 978-0-478-43504-7 (www.civildefence.govt.nz – search for 'response management')

  ◆ Practical public education information about what to do before, during and after emergencies can be found on the Get Ready Get Thru website: www.getthru.govt.nz; and happens.nz.

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[1] MCDEM acknowledges that the Association of Community Access Broadcasters, and some members of the Radio Broadcasters Association, will follow a 'best endeavours' approach to broadcasting emergency announcements, as described in the MoU.

29. Logistics

Summary
Logistics is a key part of a successful response. It involves the provision of the right resources at the right time, in the right place, in the right quantities and in the right condition. All agencies leading and supporting a response should coordinate their logistics efforts to ensure that resources are managed in an effective and efficient manner, and directed to the areas of greatest need.

Contents

The section contents are:

29.1 Introduction

> **Part 8**
>
> **Response**
>
> Logistics
>
> **134 Introduction**
>
> (1) CDEM logistics support response and recovery by providing resources to—
>
>   (a) maintain response capacity and capability; and
>
>   (b) address the needs of affected communities.
>
> (2) This requires the procurement, transportation, accommodation, and deployment of personnel, facilities, supplies, equipment, and services.

29.2 Objective

> **135 Objective**
>
> *The objective of CDEM logistics is to provide sufficient resources in a timely manner to support response and recovery operations.*

29.3 Principles

> **136 Principles**
>
> *The principles regarding logistics are to—*
>
>   (a) use business-as-usual processes and systems; and
>
>   (b) understand that pre-planned systems and processes for the identification, procurement, and deployment of resources and the reconciliation of accounts and accountability reporting are essential to an effective logistics system; and
>
>   (c) adopt a collaborative approach to logistics planning (involving all stakeholders) based on shared-risk and needs analysis before an emergency to enable a co-ordinated response; and
>
>   (d) actively manage only those resources that are in short supply; and
>
>   (e) understand that agencies are responsible for the procurement and management of their own resources in a co-ordinated manner, as envisaged by the CIMS (and may request assistance from the next level of Controller); and
>
>   (f) use local resources, where practicable, before using those from other areas.

Nature of CDEM logistics

CDEM logistics is intended to fill gaps in agency and commercial logistics chains during an emergency, where the need is critical (e.g. when an area is isolated, and CDEM organises transport on behalf of other agencies and commercial providers). CDEM logistics stands down once normal business arrangements can resume and fill the capability gap.

Role of the commercial sector

The commercial sector will in most cases continue to operate during an emergency, albeit at a reduced level. The affected population will continue to gain most of their resources from commercial providers, supplemented where necessary by CDEM and other agency logistics.

The needs of the community are prone to change in an emergency, depending on the hazard type and consequences. The commercial sector should strive to fill these in the first instance.

29.4 CDEM logistics activities

All agencies

137 CDEM logistics activities

(1) Each agency involved in CDEM logistics is to—

  (a) maintain systems and processes to ensure adequate logistics capability to support their own operations; and

  (b) co-operate with national level agencies for co-ordinated logistics planning.

All agencies are required to be able to meet their own resource needs during a response, or to have arrangements in place to cover these. This includes developing logistics structures, processes and procedures, having contracts and/or Memoranda of Understanding (MOU) in place for continuity of supply and training staff.

MCDEM

(2) During an emergency where the MCDEM is the lead agency,—

  (a) the MCDEM—

  (i) co-ordinates all-of-government logistics activities; and

  (ii) co-ordinates the use of resources that the National Controller considers critical; and

  (iii) facilitates international procurement; and

  (iv) procures resources to support the CDEM response where appropriate; and

MCDEM may procure resources in support of and on behalf of CDEM Groups and local authorities, on receipt of a resource request. A resource request should be regarded as a business case, with clear justification of why this expenditure is required.

International assistance

Offers of international assistance or requests for international assistance may result from an emergency. When these occur, they are to be considered by the National Security Committee of Cabinet (NSC), via the Officials Committee for Domestic and External Security Coordination (ODESC) system. CDEM Groups and local authorities may procure resources from international commercial providers, but may not accept international offers. These should be referred to the National Crisis Management Centre (NCMC). **See** Section 31, International Assistance for New Zealand for more information.

CDEM Groups

  (b) CDEM Groups—

  (i) co-ordinate the use of resources that the CDEM Group Controller or the Local Controller considers critical; and

  (ii) inform the MCDEM of these critical resources as soon as practicable; and

  (iii) procure resources to support the CDEM response where appropriate; and

  (iv) may request the MCDEM to procure resources, when local capacity has been used; and

Other agencies

  (c) support agencies—

  (i) procure resources to support their response where appropriate; and

  (ii) inform the appropriate EOC or ECC or the NCMC of any critical or significant logistics-related activities; and

  (iii) inform the lead agency and other support agencies of logistics capability and available stock holdings; and

  (iv) participate in planning and co-ordination activities.

Support agencies are to supply their own resource needs in the first instance. Where this is not possible, they may request resources from the appropriate Emergency Operations Centre (EOC), Emergency Coordination Centre (ECC) or the NCMC.

Support agency logistics personnel should be in constant communication with logistics staff in the appropriate EOC, ECC or the NCMC, to inform them of upcoming or outstanding issues, and to allow better coordination of logistics matters.

When MCDEM is not the lead agency	When MCDEM is not the lead agency, the CDEM logistics process may be used to support the lead agency on request. MCDEM will:

When MCDEM is not the lead agency, the CDEM logistics process may be used to support the lead agency on request. MCDEM will:

- liaise with the lead agency logistics staff

- provide advice on the capacity and capability of the CDEM sector, and

- arrange logistics support as required and approved by the lead agency.

The lead agency will:

- be responsible for the coordinated provision of logistics to the emergency response and recovery

- meet the initial cost of a logistics response

- negotiate with MCDEM and/or CDEM Groups to procure resources on behalf of other response agencies

- specify critical resources and their use, and

- collate and report on expenditure.

29.5 CDEM logistics structure

CDEM logistics structure

There are four levels of CDEM logistics:

- national (NCMC)

- CDEM Group (regional, ECC)

- local (EOC), and

- incident (ICP).

Each level focuses on providing for its own level of response, and supporting the level below. During most incident responses only incident and local level logistics are required.

Figure 29.1 (next page) shows the respective levels, with the corresponding workflow. Note that:

- resources can bypass Assembly Areas and response levels, and be delivered direct to the end user, and

- if Assembly Areas are not established, resources go to the coordination centre for holding, or are arranged to go to the end-user.

Critical resources

Critical resources are those that are not available in sufficient quantity to meet all demands, and which have a direct, material impact on a response. Critical resources are confirmed by the Controller for their response element. They may not be used without permission from that Controller (which is normally delegated to the Operations function to manage). This may prevent agencies and response personnel gaining access to those resources, where the Controller has determined there is a greater need elsewhere.

Critical resources often vary between NCMC, ECCs, and EOCs. Therefore each Controller is responsible for determining their critical resources and the criteria for issuing them. Resources that are critical for some response elements, but readily available to others, are redistributed by coordinating across boundaries and through the use of Resource Requests.

An example of a critical resource is transport into an isolated area. If there is insufficient transport, the Local Controller may designate this to be a critical resource, enabling them to prioritise personnel and freight loads into and out of the isolated area.

Once the resource is available in sufficient quantity to meet all demands, it will no longer be classified as a critical resource.

Offers of assistance

Offers of Assistance are received at all levels of the response, and may require payment. When recording offers, care should be taken to note which are offered free and which will require payment.

Agencies are able to accept an offer of assistance if the offered resource is needed. Offers of critical resources should be passed to the lead agency.
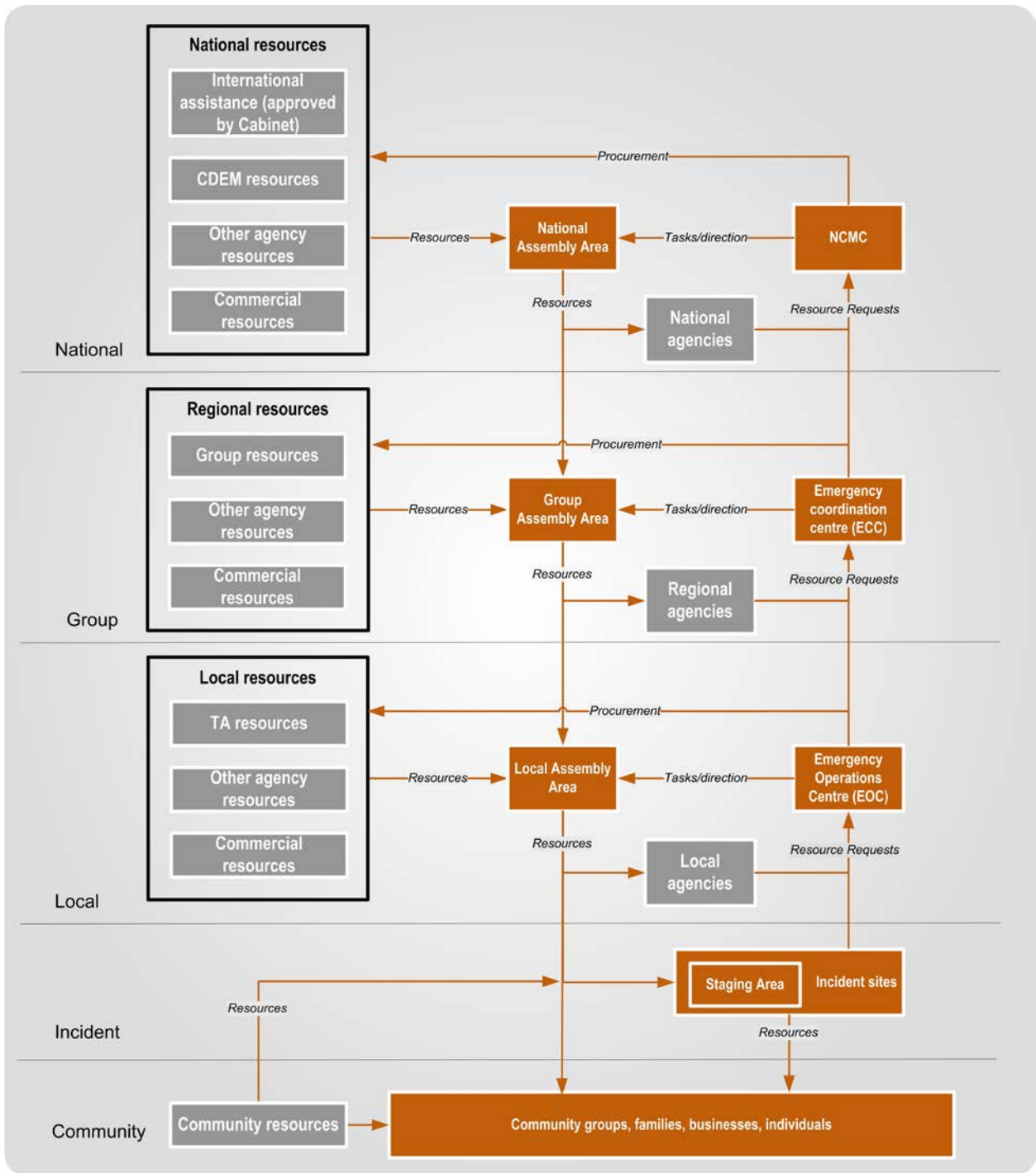
Figure 29.1: National CDEM logistics structure.

Procurement phases

The MBIE *Quick Guide: Emergency Procurement* stipulates three phases during an emergency for accelerated purchasing processes. These are used in CDEM logistics to ensure a degree of oversight and record-keeping in dynamic response situations. They are shown in **Table 29.1**.

Table 29.1: Phases for accelerated purchasing processes.

Phase	When applied
Immediate response (reactive procurement).	Only applies if the incident: ◆ results in the destruction of response resources or infrastructure, OR ◆ has a greater magnitude than resource planning catered for. Occurs: ◆ in the first hours or days of a response (usually 12-48 hours); ◆ when ECCs/EOCs are still mobilising, and ◆ communications are degraded or unworkable.
Disaster relief (emergency procurement)	Begins when: ◆ ECCs/EOCs are staffed to an operational level, and communications are working at a basic level, and ◆ the need to react immediately changes to a need to respond urgently. Continues: ◆ four weeks (possibly) ◆ until the response has ended, or ◆ until a time determined by the Logistics Manager, once response is transitioning into the recovery phase.
Post-disaster recovery (accelerated procurement)	Applies: ◆ when the emergency situation has stabilised, and the recovery is transitioning towards reconstruction and remediation ◆ to resources that still require an accelerated purchasing process, particularly for lifelines utilities and housing, and ◆ provides more flexibility and speed than a business-as-usual (BAU) process, but with a greater level of competition, governance and accountability than the emergency process. In many cases, at this stage of a response the purchase of resources should return to BAU procedures and practices.

29.6 References and links

Other sections of the Guide	◆ Section 3, Management of emergencies
	◆ Section 4, General roles and responsibilities
	◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Section 24, Response
	◆ Section 25, National warnings and advisories
	◆ Section 26, National Crisis Management Centre
	◆ Section 27, Emergency information management
	◆ Section 28 Public information management
	◆ Section 30, Mass evacuation
	◆ Section 31, International assistance for New Zealand
	◆ Section 32, Recovery
	◆ Section 33, Government financial support to local authorities
Other documents	◆ Ministry of Civil Defence & Emergency Management (2015), *Logistics in CDEM Director's Guideline for Civil Defence Emergency Management Groups, [DGL 17/15]*, ISBN 978-0-478-43505-4 www.civildefence.govt.nz (search for 'logistics in CDEM DGL')
	◆ Ministry of Business, Innovation and Employment, *Government Procurement Service Quick Guide: Emergency Procurement* (www.business.govt.nz/procurement)

30. Mass evacuation

Summary   Mass evacuation may be necessary during an emergency, if the preferred option of sheltering people in place is not advisable. In order to minimise the impact on displaced people and the wider community, an evacuation must be well planned, with the community being kept informed and supported throughout the process.

Contents   The section contents are:

30.1 Introduction

> **Part 8**
> **Response**
> Mass evacuation
>
> **138 Introduction**
>
> *Mass evacuation of a defined area is necessary when—*
>
> (a) *a potential or an imminent threat poses unacceptable risks for the safety of people remaining in the area; or*
>
> (b) *the consequences of an emergency have rendered the area uninhabitable.*

30.2 Objective

> **139 Objective**
>
> *If mass evacuation is required, the objective is to move people out of the area of risk in a timely, safe, and effective manner.*

30.3 Principles

> **140 Principles**
>
> *The principles underlying mass evacuation are to—*
>
> (a) *understand that in emergencies people are often better off sheltering in place, but that evacuation will be considered when the risks of staying in place outweigh the risks of relocating people; and*
>
> (b) *ensure that, when evacuation is necessary, people are accommodated as near to their homes as possible; and*
>
> (c) *ensure that planning for evacuation is collaborative (involving all stakeholders) and includes, where possible, consultation with affected communities; and*
>
> (d) *ensure that—*
>
>   (i) *the primary responsibility for the welfare of animals lies with the owner or person in charge of the animals; and*
>
>   (ii) *the evacuation of companion animals, including disability assist dogs, occurs alongside people; and*
>
>   (iii) *the evacuation of production and other non-companion animals is the responsibility of the owner or person in charge of the animals.*

30.4 Management of evacuation

> **141 Management of evacuation**
>
> (1) *Evacuations are managed at the local level in the affected area and are supported, and may be co-ordinated, by the ECC.*
>
> (2) *Co-ordination and support at the national level for evacuations will be provided when CDEM Group capability is overwhelmed.*
>
> (3) *Further information on the management of evacuation is provided in The Guide.*

Evacuations can produce long-term negative effects, such as causing psychological trauma, and disrupting community cohesion, employment, and economic continuity. Therefore, evacuation is only to be undertaken as a last resort and in a well-managed and organised manner.

Evacuations may be small and limited in both area and number of people to be evacuated[1], or evacuations may be large-scale in terms of people and/or geographic area[2]. They may be short (hours) or long (days to weeks), requiring different planning considerations.

The principles and processes in this section are to be applied to all evacuations and evacuation planning irrespective of scale.

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 (www.civildefence.govt.nz – search for 'mass evacuation').

30.5 Types of evacuation

142 Types of evacuation

(1) Evacuation can, as a voluntary step or mandatory requirement, occur before, during, or after an emergency.

(2) Evacuation before an emergency may occur as a necessary precaution until—

(a) the risk is understood or contained; or

(b) the risk has been sufficiently managed.

(3) Voluntary evacuation occurs when people choose to move without being directed to do so.

(4) Mandatory evacuation occurs when people are directed that they must leave an area because the risks of remaining there are considered too great.

(5) Mandatory evacuation can be ordered,—

(a) before a state of emergency is declared, by the New Zealand Police (under section 14 of the Search and Surveillance Act 2012) or the fire services, if life or property is in danger; or

(b) after a state of emergency is declared, by the New Zealand Police, the National Controller, a CDEM Group Controller, or a person authorised as specified under section 86 of the Act.

30.6 Phases of evacuation

143 Phases of evacuation

The 5 phases of an evacuation are—

(a) the decision to evacuate:

(b) the warning of evacuation:

(c) the process of evacuation:

(d) the shelter of evacuees:

(e) the return of evacuees.

30.6.1 Decision to evacuate

To ensure the effective management of evacuations, the decision to evacuate must be the product of consultation among the agencies involved, such as the CDEM Group, New Zealand Police, New Zealand Fire Service and other relevant support agencies.

The authority to order mandatory evacuations is described in clause 142 (5) above.

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[1] For example, the evacuation of a small number of families isolated by a large slip.

[2] For example, evacuating everyone in a given geographic area, such as during a nearby volcanic eruption or because of a tsunami warning.

30.6.2 Warning of evacuation

Issuing public information on mass evacuation

Information conveyed to the public by local authorities, CDEM Groups, or the National Crisis Management Centre (NCMC) must contain:

- 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 must be disseminated in as many forms and to as many outlets as possible, such as radio, television, newspapers, flyers, social media, websites and mobile public announcement systems.

Some displaced people (including visitors, people with disabilities, and those with English as a second language, or who do not speak English) may require special assistance and support. Organisations with a focus on culturally and linguistically diverse (CALD) communities or people with disabilities provide clear guidance on what is required to make information accessible. CDEM Groups (with the NCMC, and welfare and health agencies) should take heed of this guidance when:

- assessing the unique needs of displaced people and the numbers involved, and
- assigning staff to support these evacuations.

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, and
- actions required to safeguard health and property.

Businesses are also to be informed of their responsibility to provide a safe environment for employees and customers as an occupational safety and health duty of care.

Essential information for displaced people

Upon instruction to evacuate, the public must be provided with essential information, including:

- issuing authority (which agency)
- the rationale behind evacuation decisions
- the hazards and their potential consequences
- the area being evacuated
- the people to be evacuated (when not everyone within the area is being evacuated)
- destination for relocation of displaced people
- key times (e.g. evacuation, until next warning message, hazard impact, etc.)
- where and when to assemble if displaced people require transport
- the expected duration of the evacuation, and
- how and when ongoing information will be provided.

Instructions

They must also be given instructions regarding:

- what essential personal belongings to take
- evacuation of companion animals
- securing homes and property, and security arrangements for the evacuated area
- vulnerable groups including schools, hospitals, care facilities
- businesses, and
- contacting the family, whanau, and significant others advising them that they have been evacuated and where they have been evacuated to.

Other information The public also need to be made aware of:

- 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

- details for providing support and transport for other members of the community if people are able to provide assistance

- safe routes, taking account of restrictions

- registration expectations and processes for displaced people, and

- the welfare support available.

30.6.3 Processes of evacuation

Command, control, and coordination

In the event of a local emergency, the lead agency (issuing authority), in collaboration with support agencies including CDEM Groups, may initiate an evacuation. When CDEM Groups are acting in support of another lead agency, they will ensure that displaced people are received and supported in the relocation area.

Nationally directed evacuations are to be initiated and coordinated by the National Controller in conjunction with the CDEM Group(s) in the affected areas. CDEM Group and Local Controllers then carry out the localised evacuation plans.

Evacuation will require emergency movement control measures to be put in place; this may include establishing temporary traffic management measures or cordons. CDEM Controllers may only direct measures under the *CDEM Act 2002* if a state of emergency is in place. If a state of emergency is not in place, Controllers may coordinate emergency movement control via other agencies who are mandated to do so under other legislation (such as the New Zealand Police, fire services, or local authorities).

See the MCDEM publication *Emergency Movement Control [DGL 18/15],* available at www.civildefence.govt.nz (search for 'movement control').

Evacuation: onsite security

Security is to be:

- established during evacuation

- maintained for the mandatory period of evacuation, and

- publicised to owners of property as an assurance, and as deterrence to theft and vandalism.

The provision for controlled re-entry and access should be included in evacuation plans to allow for displaced people to return to their property to collect items such as documentation, where the risks have been minimised.

The New Zealand Police, New Zealand Fire Service and security services (i.e. private contractors):

- 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 arrangements.)

- use the CDEM Group's public information management process to publicise security arrangements, and

- in conjunction with the CDEM Group, make decisions regarding controlled re-entry processes, and then publicise those processes.

30.6.4 Welfare services to support displaced people

Displaced people will need the support of welfare services, including the provision of shelter and emergency accommodation.

See Section 14, Welfare services, for further information on welfare support for displaced people, including shelter and accommodation.

30.6.5 Return of displaced people

Controllers   Controllers (National, CDEM Group and/or Local) are to plan for the return of displaced people when it is safe to do so.

Lead agency   The lead agency, in collaboration with CDEM Controllers is to:

- determine the timing and staging of return
- specify exact locations to stage progressive return
- determine and provide the method and process of supporting return, and
- provide on-site support to returnees.

Welfare   Welfare Coordination Group(s) and the National Welfare Coordination Group are to:

- provide welfare services to returnees (see section 14, Welfare services for more information), and
- participate in planning for recovery of the affected area and population (see section 32, Recovery for more information).

30.7 References and links

Other sections of the Guide

- Section 3, Management of emergencies
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 9, New Zealand Police
- Section 10, Fire services
- Section 12, New Zealand Defence Force
- Section 14, Welfare services
- Section 24, Response
- Section 25, National warnings and advisories
- Section 26, National Crisis Management Centre
- Section 27, Emergency information management
- Section 28, Public information management
- Section 29, Logistics
- Section 31, International assistance for New Zealand
- Section 32, Recovery
- Section 33, Government financial support to local authorities

Other documents

- Ministry of Civil Defence & Emergency Management (2008) *Mass Evacuation Planning Director's Guidelines for Civil Defence Emergency Management Groups [DGL 07/08]*; ISBN: 978-0-478-25482-2 (www.civildefence.govt.nz – search for 'mass evacuation')

- Ministry of Civil Defence & Emergency Management (2008) *Tsunami Evacuation Zones: Director's Guideline for Civil Defence Emergency Management Groups [DGL 08/08]*; ISBN 978-0-478-25483-9 (www.civildefence.govt.nz – search for 'evacuation zones')

- Ministry of Civil Defence & Emergency Management (2015) *Emergency Movement Control Director's Guideline [DGL 18/15]*; ISBN 978-0-478-43507-8 (www.civildefence.govt.nz – search for 'movement control')

- New Zealand Police (2004) *Manual of Best Practice, Volume 1, Emergencies*

- Ministry of Foreign Affairs and Trade Protocol Guidelines – Civil Defence and Emergency Management (www.mfat.govt.nz)

31. 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 the National Security Committee of Cabinet (NSC), via the Officials Committee for Domestic and external Security Coordination (ODESC) system.

Contents

The section contents are:

31.1 Introduction

31.2 Objective

145 Objective

The objective of international assistance is to enhance New Zealand's response capacity and capability where required following a large-scale emergency.

31.3 Principles

146 Principles

The principles underlying international assistance are to—

    (a) *ensure that any international assistance is consistent with New Zealand laws and regulations; and*

    (b) *ensure that international assistance is based on requests made by the New Zealand Government or the acceptance of offers of assistance by the New Zealand Government; and*

    (c) *maintain, through the Ministry of Foreign Affairs and Trade, effective lines of communication with foreign governments and international organisations on all aspects of an emergency via New Zealand's overseas posts and foreign diplomatic missions accredited to New Zealand; and*

    (d) *understand that the ODESC may authorise the National Controller to provide daily situation reports to the international community; and*

    (e) *ensure that requests for and offers of international assistance are co-ordinated by the National Controller through the international assistance function managed by the MCDEM; and*

    (f) *use the following links to the international community:*

        (i) *existing lines of communication between the Ministry of Foreign Affairs and Trade and foreign governments and international organisations; and*

        (ii) *New Zealand's overseas diplomatic posts; and*

        (iii) *foreign diplomatic missions resident in and accredited to New Zealand; and*

        (iv) *the UNOCHA; and*

        (v) *the Non-Governmental Organisations Disaster Relief Forum; and*

    (g) *ensure that all international assistance is, upon arrival in New Zealand, co-ordinated by the National Controller (who may request other agencies or officials to co-ordinate particular aspects of this assistance); and*

    (h) *ensure that once an international resource has been requested, and the resource has been mobilised (even if a domestic resource becomes available), the international resource arrives in New Zealand; and*

(i)   ensure that the Ministry of Foreign Affairs and Trade (with the assistance of the New Zealand Red Cross, the New Zealand Police, the Ministry of Health, and the New Zealand Customs Service) keeps the international community informed of the safety and whereabouts of foreign nationals.

31.4 National roles

147   National roles

(1)   During an emergency where the MCDEM is the lead agency, the Director or the National Controller may activate an international assistance function to work with relevant agencies to co-ordinate international assistance.

(2)   The international assistance function—

(a)   facilitates the communication and co-ordination of actions across agencies in respect of international assistance during an emergency in New Zealand; and

(b)   receives and collates offers of international assistance; and

(c)   receives and collates requests for international assistance; and

(d)   when required, matches requests for international assistance with offers of assistance; and

(e)   communicates through the appropriate channels requests for, and acceptance of, international assistance.

(3)   The international assistance function is co-ordinated by the MCDEM and includes representatives from the following agencies:

(a)   the DPMC:

(b)   the Ministry of Foreign Affairs and Trade:

(c)   the Ministry of Health:

(d)   the Ministry for Primary Industries:

(e)   the New Zealand Customs Service:

(f)   the New Zealand Defence Force:

(g)   the New Zealand Fire Service:

(h)   the New Zealand Red Cross:

(i)   the Non-Governmental Organisations Disaster Relief Forum.

31.5 Approval to accept or request international assistance

148   Approval to accept or request international assistance

International assistance may be initiated by a request—

(a)   for immediate support for lifesaving activities (specifically medical and urban search and rescue resources, which can be approved immediately by the National Controller); or

(b)   from the National Controller, or the Director, via the ODESC to the NSC, seeking approval to activate international assistance arrangements to support the New Zealand response for the duration of the emergency (if the NSC is unable to meet, approval will be sought from a senior Minister, or the chair of the ODESC).

Any international assistance must be able to operate within the New Zealand regulatory and legal framework.

31.6 Requests for international assistance

149   Requests for international assistance

(1)   All requests for international assistance are to be provided to the National Controller for consideration.

(2)   The process for making requests for international assistance is detailed in The Guide.

The principle of requesting international assistance is to be considered by the NSC, via the ODESC system. The National Controller has standing arrangements to seek international response assistance through the Office for the Coordination of Humanitarian Affairs in Geneva, or for immediate support for lifesaving activities (see 31.8 on page 7 for more information).

Types of assistance

The type of assistance sought could be:

- a United Nations Disaster Assessment and Coordination (UNDAC) team
- urban search and rescue personnel and assets
- logistical support, or
- other support not available through bilateral government-to-government arrangements.

Bilateral arrangements

Agencies are to activate their bilateral response arrangements in consultation with the National Controller.

MCDEM, in cooperation with Ministry of Foreign Affairs and Trade (MFAT), is to maintain a database of government agency bilateral response 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 response partners to notify MCDEM of any changes to the arrangements.

Requirements for requesting international assistance

Requirements for requesting international assistance include:

- All requests for international assistance must be provided to the National Controller for consideration.
- Any request must be accompanied by a recommendation about which country/partner/organisation will be sent the request.
- The Director or National Controller may discuss requests for international assistance with the NSC (via the ODESC system) before making a decision on any requests to be made.
- Any requests to be made must be signed off by the National Controller with a recommendation about which country/partner/organisation will be sent the request. Requests will be coordinated through the International Assistance Cell.
- MFAT operates an Emergency Coordination Centre (ECC) to receive queries from, and provide information to, the international community. The ECC conveys offers/requests for assistance to/from foreign governments and international organisations.

The process for requests for international assistance is shown in **Figure 31.1** on the next page.
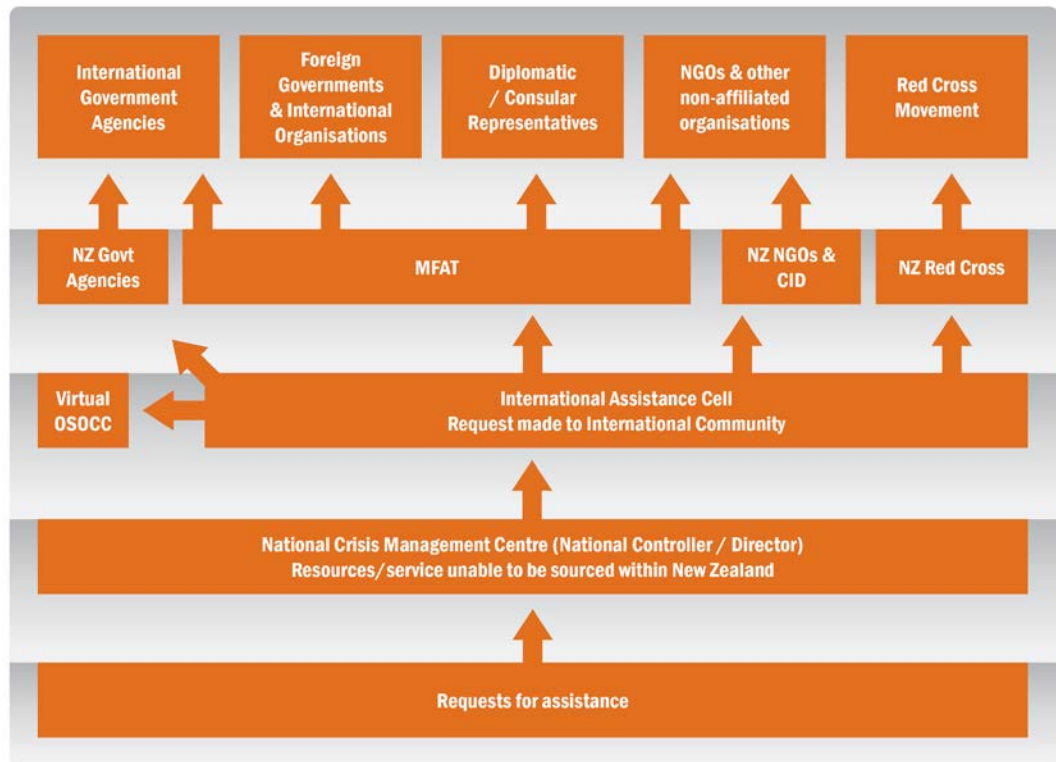
Figure 31.1 Process for requests for international assistance.

31.7 Offers of international assistance

150   Offers of international assistance

(1)   All offers of international assistance are to be provided to the National Controller for consideration and agreement before acceptance of that assistance.

(2)   The process for accepting offers of international assistance is detailed in The Guide.

(3)   Any international assistance must be able to operate within the New Zealand regulatory and legal framework.

Accepting offers for international assistance

Requirements for accepting offers of international assistance include:

◆   All offers of international assistance must be provided to the National Controller for consideration.

◆   Some agencies may have existing international response arrangements. These agencies must ensure that the International Assistance Cell, in the National Crisis Management Centre (NCMC), is aware of any offers of international assistance received from partners. Even when international arrangements exist between agencies, any offers of international assistance must be considered and agreed by the National Controller before acceptance of that assistance.

◆   The Director of CDEM or National Controller may discuss offers received with NSC (via the ODESC system) before making a decision on any offers to be accepted.

◆   Any offers to be accepted must be signed off by the National Controller.

◆   MFAT, through its ECC, will use existing lines of communication to foreign governments (including through foreign diplomatic missions), partners and international organisations regarding agreed offers of assistance.

Note: New Zealand non-government organisations (NGOs) have their own arrangements for surge capacity and mutual assistance from their international partners. These arrangements are considered to be internal support arrangements.

The process for receiving offers of international assistance is shown in **Figure 31.2**.
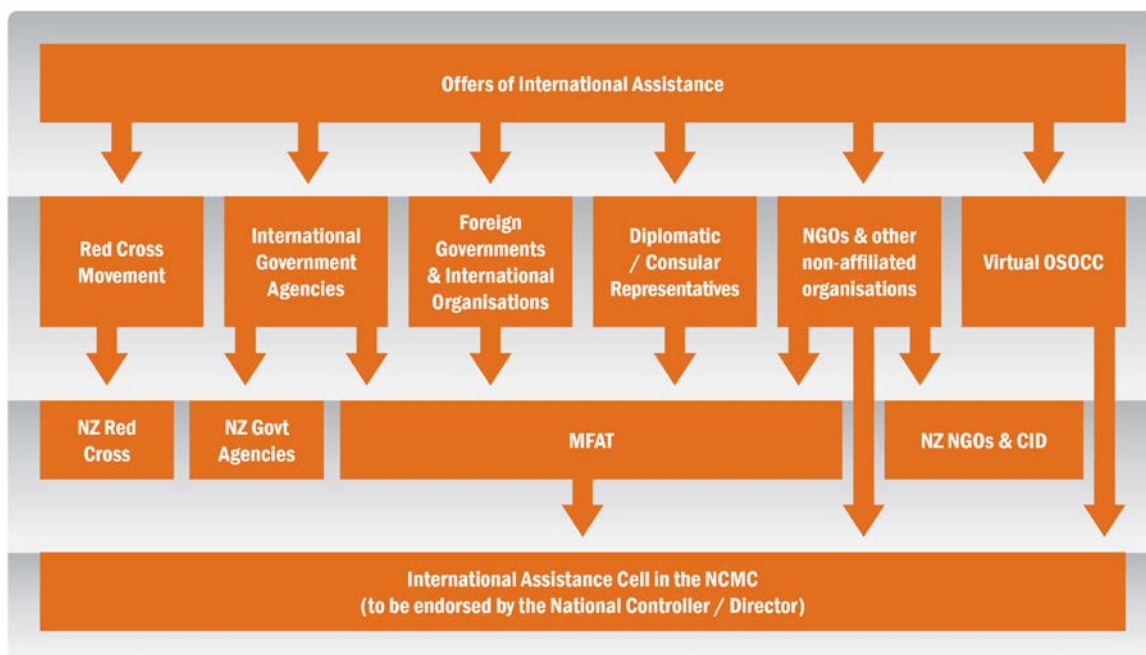
Figure 31.2 *How offers of international assistance are received.*

31.7.1 Ministry of Foreign Affairs and Trade

MFAT operates an ECC to coordinate its response. The ECC:

◆ receives queries from, and provides information to, the international community

◆ conveys offers/requests for assistance to/from foreign governments and international organisations (directly, via MFAT posts, Foreign Missions resident and accredited to New Zealand), and

◆ channels New Zealand's response to offers of international assistance from foreign governments and non-government organisations when offers have been put on hold, declined, or accepted.

31.7.2 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, and

◆ links to the NCMC and CDEM Group ECCs.

In New Zealand, the domestic (local) NGO umbrella body is the Association of Non-Government Organisations of Aotearoa. The international NGO umbrella body is the Council for International Development.

The coordinating body for New Zealand NGOs involved in international humanitarian work is the NGO Disaster Relief Forum which is a standing committee of the Council for International Development and facilitated by a Council for International Development staff member. Non-governmental organisations not represented in New Zealand will be referred to the NGO Disaster Relief Forum, which is to provide the support outlined above in liaison with the National Controller.

31.8 United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA)

151	United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA)
(1)	*New Zealand joined the consensus on United Nations General Assembly Resolutions 46/182 and 57/150, which were adopted without vote.*
(2)	*General Assembly Resolution 46/182 strengthened the United Nations' capacity to respond to both complex emergencies and natural disasters worldwide.*
(3)	*General Assembly Resolution 46/182 also created the position of Emergency Relief Coordinator (USG/ERC), who is the head of UNOCHA and is responsible for co-ordinating the international response to disasters, natural and human-made, as well as acting as principal adviser to the Secretary-General of the United Nations on humanitarian issues and concerns.*
(4)	*UNOCHA's mandate, under the direction of the USG/ERC, includes the co-ordination of humanitarian aid response, policy development, resource mobilisation, and humanitarian advocacy.*
(5)	*UNOCHA is able to deploy resources to New Zealand at short notice during an emergency if requested by the New Zealand Government.*

31.8.1 United Nations Disaster Assessment and Coordination (UNDAC) team

United Nations Disaster Assessment and Coordination (UNDAC) teams offer coordination, assessment and information-management expertise consistent with New Zealand's CDEM skills and competencies. It aims to facilitate close links between country-level, regional and international response efforts

MFAT, in partnership with MCDEM, maintains New Zealand UNDAC membership and capability. Through this arrangement New Zealand contributes to UNDAC missions in other countries and UNDAC support is available to New Zealand.

MFAT is the New Zealand focal point for UNDAC.

31.8.2 International Search and Rescue Advisory Group (INSARAG)

UNOCHA oversees the International Search & Rescue Advisory Group (INSARAG). INSARAG operates within guidelines encouraging teams to achieve and maintain standards accepted globally. Teams may be assessed and classified using these guidelines, focusing on Management, Search, Rescue, Medical and Canine capabilities. Policy and process requirements endorse border security and immigration controls. New Zealand Fire Service maintains three USAR teams to form one INSARAG heavy classified National Taskforce, and is the operational focal point for INSARAG. MFAT is the political focal point for INSARAG.

31.8.3 Virtual On Site Operations Coordination Centre

The Virtual On Site Operations Coordination Centre is a secure web site managed by UNOCHA used for the coordination of international assistance and for keeping the international community informed of an emergency situation.

In New Zealand, the provision of information on the Virtual On Site Operations Coordination Centre is limited to NCMC staff, the UNDAC team and USAR team leaders.

31.8.4 United Nations Office for the Coordination of Humanitarian Affairs Central Register

MCDEM is to provide information to the Office for the Coordination of Humanitarian Affairs 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, and
  - major donors of emergency humanitarian assistance.

31.9 References and links

Other sections of the Guide

- Section 3, Management of emergencies
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 9, New Zealand Police
- Section 10, Fire services
- Section 12, New Zealand Defence Force
- Section 24, Response
- Section 25, National warnings and advisories
- Section 26, National Crisis Management Centre
- Section 27, Emergency information management
- Section 28, Public information management
- Section 29, Logistics
- Section 30, Mass evacuation
- Section 32, Recovery
- Section 33, Government financial support to local authorities

Other documents

- United Nations Office for the Coordination of Humanitarian Affairs (2013) *United Nations Disaster Assessment and Coordination Field Handbook, 6th Edition* (www.unocha.org – search for 'UNDAC')
- United Nations Office for the Coordination of Humanitarian Affairs website (and access to the Virtual On Site Operations Coordination Centre) www.reliefweb.int
- National Crisis Management Centre: Standard Operating Procedures

32. Recovery

Summary

Communities can be severely disrupted by emergencies, and recovering from the impacts of an emergency can be a complex process. Recovery generally seeks to minimise the consequences of an emergency, restore essential community services and functions, reduce future exposure to hazards and their risks, and regenerate and enhance community well-being.

Recovery starts as soon as possible during the response phase of an emergency, and continues well after an emergency has ceased. Recovery addresses community needs across the social, economic, natural, and built environments, in a holistic and coordinated manner.

Contents

The section contents are:

32.1 Introduction

Part 9

Recovery

152 Introduction

Recovery involves the co-ordinated efforts and processes used to bring about the short-, medium-, and long-term holistic regeneration and enhancement of a community after an emergency.

32.2 Objective

153 Objectives

Recovery objectives include—

(a) minimising the escalation of the consequences of the emergency; and

(b) regeneration and enhancement of—

    (i) the social, psychological, economic, cultural, and physical wellbeing of individuals and communities; and

    (ii) the economic, built, and natural environments that support that well-being; and

(c) taking practicable opportunities to adapt to meet the future needs of the community; and

(d) reducing future exposure to hazards and their associated risks; and

(e) supporting the resumption of essential community functions.

32.3 Principles

154 Principles

(1) Recovery consists of co-ordinated efforts and processes to effect the short-, medium-, and long-term holistic regeneration and enhancement of a community after an emergency and requires that agencies work together in establishing shared goals, priorities, strategies, and information needs.

(2) Recovery involves the community and activities across the following 4 environments:

(a) social:

(b) economic:

(c) natural:

(d) built.

(3) Recovery should be flexible and scalable in accordance with meeting the needs of the community.

(4) Recovery measures should be pre-planned and implemented (with necessary modifications) from the first day of the response (or as soon as practicable) and should be co-ordinated and integrated with response actions.

(5) The aim of immediate recovery activity is to enable individuals to continue functioning as part of the wider community.

(6) A return to past normality may be impossible (for example, continued exposure to unacceptable levels of risk from hazards may necessitate the relocation of people and property at risk).

(7) Depending on the nature, scale, and complexity of the emergency, recovery may take a short time or many years, possibly decades.

32.4 Transition from response to recovery

> **155 Transition from response to recovery**
>
> *(1) Information received in response to an emergency should be used as a basis for developing a recovery action plan, and recovery strategy (if required), for establishing and planning effective recovery arrangements.*
>
> *(2) As the response concludes, a planned transition to recovery must be managed.*
>
> *(3) The transition from response to recovery in emergencies may be staged and variable across regions and areas.*
>
> *(4) Effective transition from response to recovery depends on understanding and agreement between Controllers and Recovery Managers.*
>
> *(5) The principal aspects of this transition are to be outlined in the recovery action plan and, if needed, the recovery strategy.*

Recovery Action Plan

The Recovery Action Plan is developed after an emergency to document the actions to be taken to address community needs across the four environments of recovery.

A template can be downloaded from www.civildefence.govt.nz (search for 'recovery action plan template').

Additional activities

Four additional activities are undertaken as part of the transition from response to recovery. The authority and nature of activities are dependent on the scale of the emergency declared:

1. A response transition report prepared by the National Controller or CDEM Group 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 for a given scale of emergency.

   - 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 impacts 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 or CDEM Group 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 or CDEM Group Recovery Office to manage all information under the direction of the National or CDEM Group Recovery Manager if a state of emergency is declared. Public information management is to include the provision of information to the media on the progress of recovery activities. The National or CDEM Group Recovery Manager is delegated the responsibility for public information management from the National or CDEM Group Controller and is to ensure that all relevant government agencies involved in recovery activities continue to coordinate activities and are cognisant of public information management arrangements. (**see** section 28, 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, and

   - reinforce selected key messages to target audiences and provide the media with new/updated contacts for the National or CDEM Group Recovery Office.

32.5 Recovery structures

Generic recovery structure

The community and the four environments of recovery (see **Figure 32.1**) form the basis of the generic recovery structure, and should involve members of the community and be supported by local, regional, and national agencies.
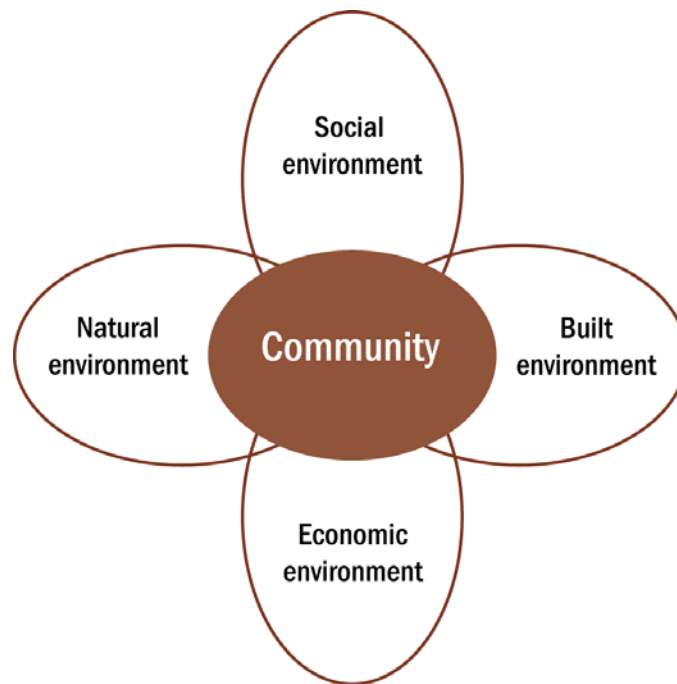
Figure 32.1: Generic recovery structure.

Recovery task groups

These four environments should also be represented by a variety of task or sub-task groups (see **Figure 32.2**) to address the required elements of recovery, depending on the scale of the emergency. Task groups are coordinated by a Recovery Manager, and contribute to the formulation of the Recovery Action Plan and/or recovery strategy.

Communication between the CDEM Group Recovery Manager and any task groups/sub-task groups is critical for coordinating tasks and rebuilding community confidence. An effective supporting administrative structure is also beneficial. Once formed, task and sub-task groups need to meet regularly to ensure that the appropriate sharing of information and resources is undertaken. Providing progress reports to all agencies and the media will assist with the recovery process.

Figure 32.2: Examples of required task groups structure for the four recovery environments.

National recovery management structure

The national recovery management structure is (see **Figure** 32.3) and is based on task and sub-task groups acting in parallel at local, CDEM Group, and national levels, which ensures that recovery activities in the immediate, medium-term, and long-term are coordinated and undertaken in a timely fashion. All agencies should also work together during the readiness phase to ensure that their arrangements can be provided effectively during the response and recovery phases of an emergency. National agencies also work with CDEM Groups and their task/sub-task groups, to promote parallel arrangements between local, regional, and national levels.
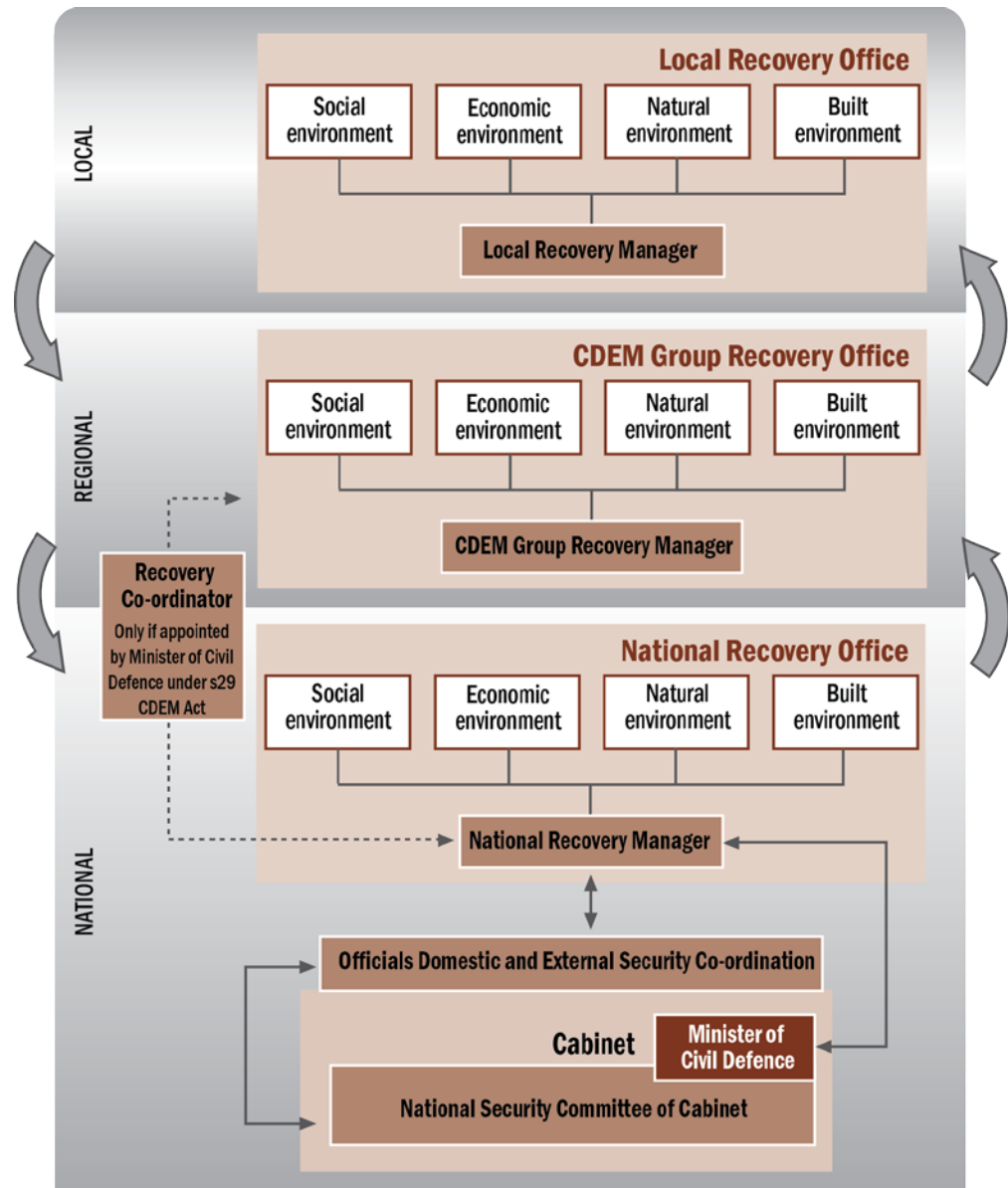
Figure 32.3: National recovery management structure.

32.6 National recovery roles and activities

General

156 National recovery activities

(1) In smaller-scale recoveries, where the scale of co-ordination is beyond the resources of the CDEM Group or the consequences of the emergency are nationally significant, the Director of CDEM co-ordinates national recovery activities through a National Recovery Manager and, where necessary, the establishment of a National Recovery Office.

(2) In large-scale recovery, the Government may establish an agency to manage and co-ordinate the Government's interest in the recovery.

(3) The agency will act in partnership with the affected local authorities and CDEM Groups and may be given specific roles, responsibilities, and powers.

Director of CDEM

The Director of CDEM is responsible for coordinating the recovery process at the national level. The Director of CDEM coordinates activity through a National Recovery Manager and, where necessary, the establishment of a National Recovery Office. The detailed responsibilities of the Director of CDEM 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 the Officials Committee of Domestic and External Security Coordination (ODESC), including any recommendations for Cabinet consideration

- ensure the Recovery Coordinator (**see** section 29 of the *CDEM Act 2002*), if appointed, has sufficient support to enable tasks to be completed as quickly and efficiently as possible, and

- conduct a post-recovery review and update procedures, where necessary.

National Recovery Manager

(4) The National Recovery Manager—

(a) co-ordinates the establishment of, and planning for, recovery activity in the short, medium, and long term; and

(b) implements appropriate reporting and tracking mechanisms; and

(c) activates and co-ordinates the agencies involved in recovery; and

(d) chairs and co-ordinates meetings of representatives from recovery task groups; and

(e) assists with the provision of advice to the Minister and to Cabinet on recovery activity, as required; and

(f) works with the National Controller and the Public Information Manager to ensure a smooth transition between response and recovery; and

(g) co-ordinates the recovery activity of the relevant CDEM Groups, lifeline utilities, agencies, and international assistance following the transition from response to recovery and during the short, medium, and long term; and

(h) if necessary, establishes a National Recovery Office to ensure that recovery activity is co-ordinated and the recovery function is implemented; and

(i) liaises with CDEM Group Recovery Managers; and

(j) determines and prioritises major areas of recovery; and

(k) develops recovery policies; and

(l) develops a national recovery action plan, and a national recovery strategy (if needed), to establish time frames for the implementation of recovery activities; and

(m) co-ordinates advice on government assistance; and

(n) provides national-level co-ordination of public information related to recovery.

National Recovery Office

The National Recovery Manager establishes the National Recovery Office to ensure recovery activity is coordinated and the recovery function, as documented in the *National CDEM Plan 2015*, is implemented (shown in **Figure 32.4**). Key responsibilities and tasks for the National Recovery Office include:

- ensuring the recovery effort between all agencies is coordinated

- integrating and coordinating recovery activity across the task/sub-task groups

- liaising with CDEM Group Recovery Managers, to determine and prioritise major areas for recovery

- formulating recovery policies and strategies

- establishing a timeframe for the implementation of recovery activities

- coordinating regular national recovery reports and monitoring recovery activities

- coordinating advice and information on expenditure and government assistance, and

- providing national level coordination of public information function and administration.
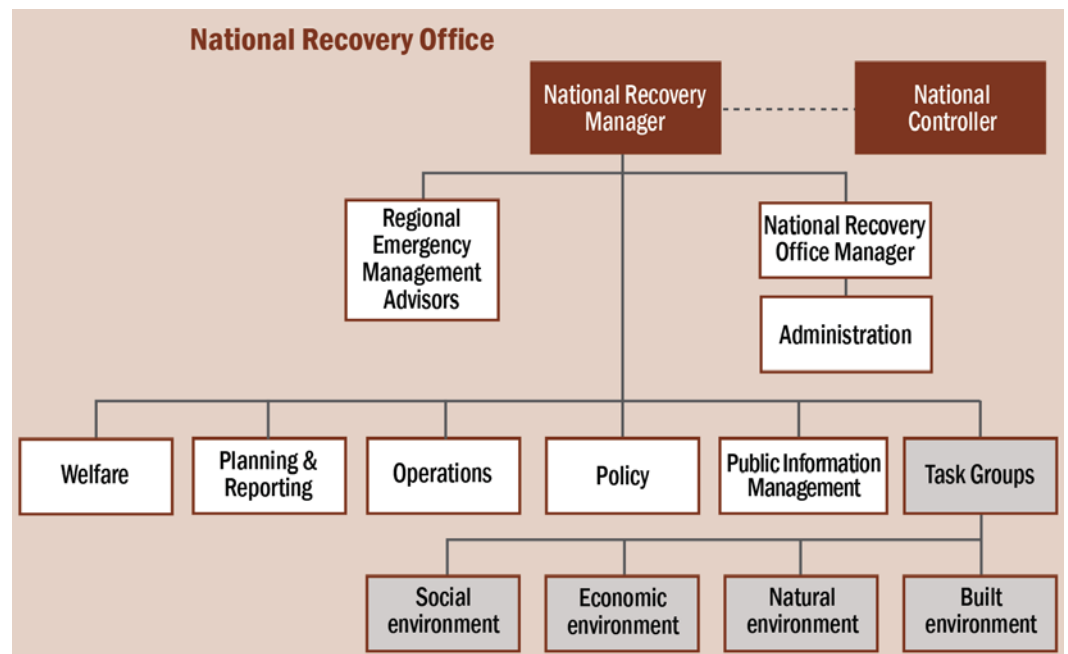
Figure 32.4: Structure of the National Recovery Office.

Recovery Coordinator

Sections 29 and 30 of the *CDEM Act 2002* 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 Coordinator responsible to, and funded by, the Director of CDEM may be appointed. It is expected that the appointment of a Recovery Coordinator will be made in consultation with the CDEM Group(s).

The prime function of the Recovery Coordinator is to manage the work of agencies in the area of the emergency and to ensure that government assistance and actions are properly coordinated. In instances where such a person is appointed, local responsibility remains, and the CDEM Group Recovery Manager is to work with the Recovery Coordinator.

The appointed Recovery Coordinator is responsible to the Director of CDEM. Funding and staff assistance is provided by MCDEM. The powers of the Recovery Coordinator are outlined in s30 of the *CDEM Act 2002*. Before appointment, the Recovery Coordinator 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 Coordinator that defines the role and any specific requirements or limitations placed on it.

The Recovery Coordinator should be deployed as soon as possible. Initially, the Recovery Coordinator 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 Coordinator will have knowledge of the area and the capabilities of the local authorities and the agencies, and an understanding of the requirements of government.

Government Departments

Government departments participate in the recovery task or sub-task groups, which coordinate recovery activities across the four environments. It is expected that these task and sub-task groups will be paralleled at both CDEM Group and local level. In addition, integrated planning to address the sub-tasks identified in **Figure 32.2** should be undertaken by participating agencies.

32.7 Implementation of recovery activity at the national level

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 coordination 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 coordinator would also be advised at the earliest opportunity so that national resources could be coordinated through 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 32.3**. The Director of CDEM remains responsible for the coordination of the Recovery Action Plan and for identifying and addressing any impediments to its implementation.

◆ In recovery, National Security Committee of Cabinet (NSC) 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.

32.7.1 Reporting

Regular reporting on recovery activity is to be provided by the National Recovery Manager to affected CDEM Groups, government agencies and ODESC.

32.7.2 Public information management

The Director of CDEM is responsible for providing information to the media on the progress of the recovery effort (see section 28, Public information management).

32.8 CDEM Group recovery roles and activities

CDEM Group Recovery Manager	**157 CDEM Group recovery activities**
	(1) Smaller-scale recoveries that require co-ordination at the CDEM Group level will be co-ordinated through the person responsible for recovery management for the CDEM Group (the CDEM Group Recovery Manager) and, where necessary, the establishment of a CDEM Group Recovery Office.
	(2) The CDEM Group Recovery Manager—
	(a) liaises with the National Recovery Manager and, at the local level, a local recovery manager or managers where these are appointed by the relevant territorial authority or authorities; and
	(b) undertakes planning and manages, directs, and co-ordinates activities for the recovery throughout its duration and, if necessary, establishes a CDEM Group Recovery Office to manage the recovery function; and
	(c) implements appropriate reporting and tracking mechanisms; and
	(d) works with the Group Controller and the relevant Public Information Manager to ensure a smooth transition between response and recovery; and
	(e) co-ordinates the recovery activity of the relevant territorial authorities, lifeline utilities and agencies; and
	(f) determines and prioritises major areas of recovery; and
	(g) develops the group recovery action plan, to establish time-frames for the implementation of recovery activities; and
	(h) co-ordinates advice on regional assistance; and
	(i) provides regional-level co-ordination of public information related to recovery.

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 at www.civildefence.govt.nz.

32.9 Exit Strategy

An exit strategy must be established that includes—

(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) the 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 recovery task groups; and

(g) debriefing and reviewing.

32.10 References and links

Other Sections of the Guide

- Section 3, Management of emergencies
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Sections 8 – 16, for specific roles of agencies and sectors
- Section 24, Response
- Section 25, National warnings and advisories
- Section 26, National Crisis Management Centre
- Section 27, Emergency information management
- Section 28, Public information management
- Section 29, Logistics
- Section 30, Mass evacuation
- Section 33, Government financial support to local authorities

Other Documents

- Ministry of Civil Defence & Emergency Management (2005) *Focus on Recovery: A Holistic Framework for Recovery in New Zealand: Information for the CDEM Sector [IS5/05]*; ISBN 0–478–25463–6 (www.civildefence.govt.nz – search for 'focus on recovery')
- Ministry of Civil Defence & Emergency Management (2005) *Recovery Management: Director's Guidelines for CDEM Groups [DGL4/05]*; ISBN 0–478–25465–2 (www.civildefence.govt.nz – search for 'recovery management')
- National Crisis Management Centre, Standard Operating Procedures for Recovery Manager and Recovery Office
- Recovery Action Plan Template (www.civildefence.govt.nz – search for 'recovery action plan template')
- Ministry for Primary Industries *Primary Sector Recovery Policy*. This Policy guides any additional central Government recovery assistance to severely impacted rural communities and individuals following adverse events, including natural disasters, severe weather, and biosecurity incursions. (www.mpi.govt.nz – search for 'adverse events').

33. Government financial support to local authorities

Summary

Specific government financial support to local authorities during or after an 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. Depending on the type of assistance being sought, the Minister of Civil Defence or Cabinet will identify and approve the overall appropriate mix of government financial support to be provided.

Contents

The section contents are:

33.1 Introduction

Part 10
Government financial support to local authorities

159 Introduction

(1) Arrangements for government financial support provided to local authorities for emergencies are determined by Cabinet.

(2) The current arrangements are set out in The Guide.

(3) Wherever possible, government assistance will be provided in accordance with existing policies.

(4) The provisions for government financial support to local authorities apply whether or not a state of emergency is, or has been, in force.

33.2 Objectives

160 Objectives

The objectives of any government financial support to local authorities are to—

(a) provide support by meeting some of the costs incurred in managing the response to and recovery from an emergency; and

(b) provide the minimum level of assistance required to restore to an affected community the capacity for self-help; and

(c) return an affected community to a state in which normal social and economic activity can be resumed as quickly as possible.

33.3 Principles

161 Principles

(1) The Government considers local risks to be a local responsibility.

(2) Government financial support is based on the expectation that local authorities will be primarily responsible for bearing the financial costs of the impact of an emergency in their geographical and functional areas of responsibility.

(3) Government assistance is to provide solutions that are the most appropriate in the long term.

(4) Government financial support to local authorities does not imply an obligation to restore a community—

(a) to a better state than existed before the emergency; or

(b) to previous levels if those levels are not sustainable in the long term.

(5) Government policies should encourage agencies, local authorities, communities, businesses, and individuals to create resilience through proper management practices, for example, by—

(a) analysing local hazards and understanding risk exposure:

(b) preventing emergencies or reducing their likelihood or impact:

(c) adjusting infrastructure and practices to reduce vulnerability, to mitigate the consequences of emergencies, and to limit potential damage:

(d) providing for an efficient and effective response to emergencies:

(e) providing resources for recovery (that is, physical and financial provisions, including adequate emergency reserve funds and insurance).

(6) Risk management and its associated costs should be borne by the individuals, businesses, and local authorities that benefit from it and are best able to manage or mitigate the risk.

(7) Individuals, businesses, and local authorities have a responsibility to the extent possible to insure against, and to attempt to minimise or mitigate, risk.

33.4 Government financial support to local authorities during response

> **162   Government financial support to local authorities during response**
>
> *Government financial support for response activities focuses on costs incurred by local authorities to—*
>
> *(a)   care for directly affected people, including the costs of accommodating, transporting, feeding, and clothing people as a result of an emergency; and*
>
> *(b)   take the necessary precautions or preventive actions (whether by construction, demolition, or any other means) to reduce the immediate danger to human life, where those precautions or actions were begun during the response period; and*
>
> *(c)   take precautions or preventive actions aimed at reducing the potential consequences of an emergency, where those precautions or actions were begun in the period immediately before the emergency.*

Financial support

While the initial and primary responsibility for responding to and recovering from an emergency 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, and may comprise partial or full reimbursement as outlined in sections 33.4.1, 33.4.2, and 33.5.

Government departments will meet all the costs they incur 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.

33.4.1 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 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.

The cost of 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 the 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, and
- indirect costs such as local authority staff time, Emergency Operations Centre (EOC) activation costs, office space and the use of vehicles.

Displaced people should be moved from emergency accommodation into temporary accommodation as soon as possible, unless they choose to remain on a marae.

| Claim information required | See 33.7, CDEM expense claims preparation and process, and the *Logistics in CDEM Director's Guideline [DGL 17/15]* for more information on claims. |

33.4.2 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 162(b) and (c) of the *National CDEM Plan 2015*. (Local authorities should be able to demonstrate this link when discussing claims with MCDEM.)[1]. **See** 33.9, Compensation for cost, damage, or loss.

| Claim information required | See 33.7, CDEM expense claims preparation and process, and the *Logistics in CDEM Directors Guideline [DGL 17/15]* for more information on claims. |

33.5 Government financial support to local authorities during recovery

Government recovery assistance	**163 Government financial support to local authorities during recovery**
	(1) Government recovery assistance will normally be provided to local authorities only if—
	(a) recovery procedures cannot be carried out without government assistance; or
	(b) a statutory requirement for action exists or a need to invoke a statute to achieve the ends desired from the recovery process exists; or
	(c) government assistance will aid the co-ordination of the recovery process to a significant extent; or
	(d) the advantages of economies of scale are apparent.

Principles for recovery assistance	*(2) Specific principles for recovery assistance are that—*
	(a) the Government has a role in the recovery process after an emergency with significant consequences; and
	(b) initial and primary responsibility for the co-ordination of recovery efforts rests with local authorities; and
	(c) any government recovery programme should be designed to restore community capacity for self-help and be consistent with any government policies regarding mitigation and alleviation measures.

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[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.

33.5.1 Essential infrastructure recovery repairs (CDEM expense claim)

Essential infrastructure recovery repairs may be claimed 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.

Claim information required	See 33.7, CDEM expense claims preparation and process and the *Logistics in CDEM Directors Guideline [DGL 17/15]* for more information on claims.

33.5.2 Disaster relief funds

Central government may contribute to any disaster relief fund which may be established. Government contributions once made will be disbursed by the administrators. However, the government expects that administrators 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. Administrators are encouraged to coordinate their approach to funding allocation closely with those of the Ministry of Social Development (MSD) **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** administrators 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 relief fund of up to $100,000 GST inclusive. Larger contributions need to be approved by Cabinet.

33.5.3 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 support 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.

33.6 Special policy for recovery

> **164   Special policy for recovery**
>
> *Special policy financial support may be available to local authorities in cases where, to decrease the likelihood of the occurrence of a similar emergency, funding in addition to existing resources is required for—*
>
> *(a)   new programmes of work to meet specific needs in an affected region; or*
>
> *(b)   the upgrading of facilities to a level that is higher than existed previously.*

33.6.1 Special policies

Special policies are those policies which provide for support to local authorities to undertake programmes of work (that is, as part of recovery) that will decrease the likelihood of the recurrence of an emergency in the future. This may include upgrading facilities. Government expects local authorities to consider future risk reduction as part of recovery.

However, local authorities may 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 Part 10 of the *National CDEM Plan 2015*. Special policies require specific approval from Cabinet for 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.

Proposals for financial support for special policy programmes of work (other than for recovery) 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 support for local authorities

Special policy financial support 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 support, 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.

Criteria

For each request for special policy financial support 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:

1. critical risk reduction

2. local responsibility, and

3. funding/financial hardship issues.

To meet these criteria, local authorities will demonstrate that:

◆ there has been damage from an emergency 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

◆ the local authority has met its responsibilities to undertake risk management, and

◆ funding is not available from council resources.

Requests for special policy financial support 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 readiness, response, recovery and prudent hazard mitigation planning (risk reduction) are the responsibility of the local authority.

Provision of information to support proposals

Requests for special policy financial support 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 (or likely to be 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 support.

Financial administration

Payment for any special policy financial support 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 support; Cabinet will identify and approve the overall appropriate mix of government financial support 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 the Prime Minister and Cabinet) with funding coming from the Government. Government grants for 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 coordination if necessary.

33.7 CDEM expense claims preparation and process

Responsibility   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 CDEM 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.

Required information   Table 33.1 shows the information required for response and recovery claims.

Table 33.1: *Required information for response and recovery claims.*

Claim	Information required
All claims	◆ local authority name, address, telephone number, contact person ◆ description of event and damage ◆ costs and calculations ◆ invoices showing what was paid for ◆ certification from the Chief Executive (CE) that all elements of the claim are true and correct
Additional information	
Response (caring for the displaced)	◆ Details of any koha paid to marae
Other response costs incurred by local authorities	◆ the net capital value of the local authority's district or region and consequent threshold (see paragraph below this table) ◆ 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

Essential infrastructure recovery repairs	◆ list of eligible assets damaged by event
	
	 ◆ cost of restoration or repair (GST exclusive) on an asset by asset basis
	
	 ◆ other related 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 and consequent threshold (see paragraph below this table)
	
	 ◆ 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
	    – 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

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.

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 coordinate 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 MCDEM.

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 decide the claim or request Cabinet approval if the claimed amount exceeds his or her delegated authority. Once a decision on the claim has been made the Director of MCDEM will arrange for payment to be made. Recommendations for the payment of higher rates of reimbursement may also be referred to Cabinet for approval, and

- payments are made, and local authorities are advised.

MCDEM should be contacted for further information and advice before submitting a response, other response or recovery claim.

33.7.1 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 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 the Prime Minister and Cabinet 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.

33.8 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 Part 10 of the *National CDEM Plan 2015*.
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 up to pre-defined limits by the Earthquake Commission (EQC) for certain assets damaged by specific types of emergencies. Government assistance is not ordinarily available for restoring household assets except through:

- standard MSD assistance, and
- contributions to disaster relief funds.

33.9 Compensation for cost, damage, or loss

Sections 107 to 109 of the *CDEM Act 2002* provide for compensation for actions taken under a state of emergency. These include:

- the use of property that has been requisitioned and loss of or damage to the property
- loss of or damage to personal property, and
- other circumstances not covered by the above.

33.10 References and links

Other sections of the Guide	◆ Section 3, Management of emergencies
	◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Sections 8 – 16, for specific roles of agencies and sectors
	◆ Section 24, Response
	◆ Section 25, National warnings and advisories
	◆ Section 26, National Crisis Management Centre
	◆ Section 27, Emergency information management
	◆ Section 28, Public information management
	◆ Section 29, Logistics
	◆ Section 30, Mass evacuation
	◆ Section 32, Recovery

| Other documents | ◆ Ministry of Civil Defence & Emergency Management (2015), *Logistics in CDEM Director's Guideline for Civil Defence Emergency Management Groups, [DGL 17/15]*, ISBN 978-0-478-43505-4 www.civildefence.govt.nz (search for 'logistics in CDEM DGL') |

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 appendix contents are:

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 management, or evacuation. The *National CDEM Plan 2015* 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 2015* 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 2015*

- 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 2015*, or

- an emergency that is led by another agency but requires significant national CDEM support.

A1.3. Current supporting plans

Supporting plans have been developed to operate in conjunction with the arrangements set out in the *National CDEM Plan 2015* and Guide for the following:

- *Tsunami Advisory and Warning Plan [SP 01/09]*

- *Wellington Earthquake Initial Response Plan [SP 02/10]*, and

- *National Civil Defence Emergency Management Fuel Plan [SP 03/12]*.

A1.4. References and links

Other documents

- Ministry of Civil Defence & Emergency Management (2009; revised October 2014) *Tsunami Advisory and Warning Plan: Supporting Plan [SP 01/09]*; ISBN 978-0-478-25483-9 (www.civildefence.govt.nz – search for 'tsunami advisory'

- Ministry of Health (2010) *New Zealand Influenza Pandemic Plan: A framework for action*; ISBN 978-0-478-35907-7 (internet) (www.health.govt.nz – search for 'influenza pandemic plan')

- Ministry of Civil Defence & Emergency Management (2012) *National Civil Defence Emergency Management Fuel Plan [SP 03/12]*; ISBN 978-0-478-35561-1 (www.civildefence.govt.nz – search for 'fuel plan')

- Ministry of Civil Defence & Emergency Management (2010) *Wellington Earthquake National Initial Response Plan [SP 02/10]*; ISBN: 978-0-478-36801-7 (www.civildefence.govt.nz – search for 'wellington earthquake'

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 2015*.

Contents   The appendix contents are:

A2.1 Definitions

The source of the definition (if not this Guide) is shown below each entry.

4Rs	The 4Rs of emergency management are reduction, readiness, response, and recovery. **Reduction** involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level. **Readiness** involves developing operational systems and capabilities before an emergency happens, including self-help and response programmes for the general public and specific programmes for emergency services, lifeline utilities, and other agencies. **Response** involves actions taken immediately before, during, or directly after an emergency to save lives and property, and to help communities recover. **Recovery** involves the coordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency. *[National CDEM Plan 2015]*
Action Plan	Action Plans are developed during an emergency (or immediately before), and describe response objectives, tasks, and measures and resources needed to coordinate the response. They are proactive, seeking to pre-empt hazard impacts where possible, and to resolve the situation as quickly as possible. Depending on the scale of the emergency, Action Plans may be developed at the national level (National Action Plans), the CDEM Group level (CDEM Group or ECC Action Plans), the local level (Local or EOC Action Plans), or the incident level (Incident or ICP Action Plan). *[Coordinated Incident Management System (CIMS), 2nd Edition]*
Agency	Agency means a government or non-government organisation or entity (other than a CDEM Group) with responsibilities under the *National CDEM Plan 2015*. *[National CDEM Plan 2015]*
Business continuity	The capability of the organisation to continue the delivery of products or services at acceptable pre-defined levels following a disruptive incident. *[ISO 22301:2012 Societal Security – Business Continuity Management Systems – Requirements]*
Business continuity management	A holistic process that identifies potential threats to an organisation and the impacts to the organisation's operations those threats, if realised, might cause. *[ISO 22301:2012 Societal Security – Business Continuity Management Systems – Requirements]*
Capability	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	Capacity means the adequacy of resources in terms of quantity, and suitability of personnel, equipment, facilities and finances. *[National CDEM Strategy]*

CDEM Group	CDEM Groups means a group established under section 12 of the *CDEM Act 2002.*
	[CDEM Act 2002]
CDEM Group Controller	CDEM Group Controller has the same meaning as in section 4 of the *CDEM Act 2002* (shown below).
	Group Controller means a person appointed as a Group Controller under section 26.
	[CDEM Act 2002]
CDEM Group Plan	CDEM Group plan means a plan prepared and approved under section 48 of the *CDEM Act 2002.*
	[CDEM Act 2002]
CDEM Group Welfare Manager	The CDEM Group Welfare Manager prepares for, coordinates, and supports the delivery of welfare services in an emergency to communities within the CDEM Group's area. The CDEM Group Welfare Manager is appointed by the CDEM Group (as per clause 62(6) of the *National CDEM Plan 2015*).
	The responsibilities of the CDEM Group Welfare Manager are listed in clauses 65 and 66 of the *National CDEM Plan 2015.*
CDEM sector	CDEM sector means those agencies with responsibilities under the *CDEM Act 2002,* including local authorities, CDEM Groups, government departments, emergency services, and lifeline utilities.
Civil Defence Centre	A Civil Defence Centre (CDC) is a facility that is established and managed by CDEM during an emergency to support individuals, families/whānau, and the community. CDCs are open to members of the public, and may be used for any purpose including public information, evacuation, welfare, or recovery, depending on the needs of the community.
	CDCs are operated by CDEM-led teams (including CDEM-trained volunteers), or by other agencies as defined in CDEM Group Plans or local level arrangements.
Civil defence emergency management	Civil defence emergency management (CDEM) has the same meaning as in section 4 of the *CDEM Act 2002* (shown below).
	civil defence emergency management—
	(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	Cluster means a group of agencies that interact to achieve common CDEM outcomes.
	[National CDEM Plan 2015]
Community-led centre	Community members and/or community-based organisations may establish and operate other centres that offer support to the community.
	These centres do not fall under the direction of CDEM, although they may coordinate with and operate alongside CDEM-led facilities.

Coordinated Incident Management System	The Coordinated Incident Management System (CIMS) is the primary reference for incident management in New Zealand. The purpose of CIMS is to achieve effective coordinated incident management across responding agencies for all emergencies regardless of hazard, size and complexity.
Coordination centre	A coordination centre is the location from which a Controller and Incident Management Team (IMT) manages a response. There are four types of coordination centre: ◆ Incident Control Points (ICPs) operate at an incident level ◆ Emergency Operations Centres (EOCs) operate at a local level ◆ Emergency Coordination Centres (ECCs) operate at a CDEM Group level, and ◆ National Coordination Centres (NCCs) operate at the national level. *[Coordinated Incident Management System (CIMS), 2nd Edition]*
Director	Director has the same meaning as in section 4 of the *CDEM Act 2002* (shown below). ***Director*** *means the Director of Civil Defence Emergency Management appointed under section 8* *[CDEM Act 2002]*
Duty Officer (MCDEM)	A Duty Officer has an immediate 24/7 response position, as part of the MCDEM Duty Team.
Emergency	Emergency has the same meaning as in section 4 of the *CDEM Act 2002* (shown below). *emergency means a situation that—* *(a) is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and* *(b) causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and* *(c) cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under this Act.* *[CDEM Act 2002]*
Emergency Coordination Centre	An Emergency Coordination Centre (ECC) is a coordination centre that operates at the CDEM Group or regional level to coordinate and support one or more activated EOCs.
Emergency Operations Centre	An Emergency Operations Centre (EOC) is a coordination centre that operates at a local level to manage a response.
Emergency services	Emergency services has the same meaning as in clause 35 of the National CDEM Plan 2015 (shown below). *emergency services, which include the New Zealand Police, the New Zealand Fire Service, the National Rural Fire Authority, the rural fire authorities and health and disability services, have duties under section 63 of the Act.* *[National CDEM Plan 2015]*

Epidemic	An 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 2015]
Evacuation	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.
	Types of evacuation are defined in clause 142 of the *National CDEM Plan 2015* (shown below).
	142 Types of evacuation
	(1) Evacuation can, as a voluntary step or mandatory requirement, occur before, during, or after an emergency.
	(2) Evacuation before an emergency may occur as a necessary precaution until—
	(a) the risk is understood or contained; or
	(b) the risk has been sufficiently managed.
	(3) Voluntary evacuation occurs when people choose to move without being directed to do so.
	(4) Mandatory evacuation occurs when people are directed that they must leave an area because the risks of remaining there are considered too great.
	(5) Mandatory evacuation can be ordered,—
	(a) before a state of emergency is declared, by the New Zealand Police (under section 14 of the Search and Surveillance Act 2012) or the fire services, if life or property is in danger; or
	(b) after a state of emergency is declared, by the New Zealand Police, the National Controller, a CDEM Group Controller, or a person authorised as specified under section 86 of the Act.
	[National CDEM Plan 2015]
Fire services	Fire services includes the fire service units maintained by the New Zealand Fire Service, the National Rural Fire Authority, rural fire authorities, airport rescue fire services, the 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.
	[National CDEM Plan 2015]
GeoNet	GeoNet is an Earthquake Commission-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.
Group area	Group area means the geographical area for which a CDEM Group is responsible.
	[National CDEM Plan 2015]
Guide	Guide means the *Guide to the National Civil Defence Emergency Management Plan 2015.*
Hazard	Hazard has the same meaning as in section 4 of the *CDEM Act 2002* (shown below).
	hazard means something that may cause, or contribute substantially to the cause of, an emergency.
	[CDEM Act 2002]
Hazardscape	Hazardscape means the net result of natural and man-made hazards and the risks they pose cumulatively across a given area.

Health and disability services	Health and disability services mean the disability support services, public health services, and personal health services as those terms are defined in section 6(1) of the *New Zealand Public Health and Disability Act 2000.* *[National CDEM Plan 2015]*
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 2008]*
Lead agency	Lead agency means the agency with the primary mandate for managing the response to an emergency, as specified in Appendix 1 of the *National CDEM Plan 2015.* *[National CDEM Plan 2015]*
Liaison Officer	A Liaison Officer is an agency representative that co-ordinates with other agencies during an emergency.
Lifeline utility	Lifeline utility has the same meaning as in section 4 of the *CDEM Act 2002* (shown below). *lifeline utility means an entity named or described in Part A of Schedule 1, or that carries on a business described in Part B of Schedule 1* *[CDEM Act 2002]*
Lifeline Utilities Coordinator	The Lifeline Utilities Coordinator (LUC) is a non-statutory position based in a CDEM Group ECC, a local EOC, and/or the NCMC, and is responsible for liaising with lifeline utilities on behalf of the Controller during emergency response. The LUC may be asked to work on behalf of the Recovery Manager during recovery.
Local authority	Local authority means a territorial authority, a regional council, or a unitary authority.
Local welfare committee	A local welfare committee is a collective of agencies working together at the local level to prepare for and manage the coordinated delivery of welfare services to affected people in their local area during an emergency.
Local Welfare Manager	A Local Welfare Manager plans for and manages the delivery of welfare services to affected people in their local area during an emergency.
Minister	Minister has the same meaning as in section 4 of the *CDEM Act 2002* (shown below). *Minister means, subject to any enactment, the Minister of the Crown who, with the authority of the Prime Minister, is for the time being responsible for the administration of this Act* *[CDEM Act 2002]*
National CDEM Strategy	National CDEM Strategy means the National Civil Defence Emergency Management Strategy completed under section 31 of the *CDEM Act 2002.* *[National CDEM Plan 2015]*
National Controller	National Controller has the same meaning as in section 4 of the CDEM Act 2002 (shown below). *National Controller means the person who is the National Controller in accordance with section 10.* *[CDEM Act 2002]*

National Crisis Management Centre	The National Crisis Management Centre (NCMC) is a secure, all-of-government coordination centre used by agencies to monitor, support, or manage a response at the national level.
	It is an example of a National Coordination Centre (NCC). MCDEM is responsible for maintaining the NCMC in a state of readiness, and will act as the lead agency for CDEM-led responses.
National Health Emergency Plan	National Health Emergency Plan (NHEP) 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 Security Committee of cabinet	The National Security Committee of Cabinet (NSC) is the key decision-making body of executive government in respect of all issues involving security intelligence and crisis management. It is chaired by the Prime Minister.
National significance	National significance has the same meaning as in section 4 of the *CDEM Act 2002* (shown below).
	national significance 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]
National Welfare Coordination Group	The National Welfare Coordination Group (NWCG) Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides coordination at the national level, and support to CDEM Groups at the regional level.
	Membership comprises the agencies responsible for each of the welfare services sub-functions, as listed in the *National CDEM Plan 2015*.
National Welfare Manager	The National Welfare Manager provides direction and support to CDEM Group level welfare planning, and leads the coordination of welfare services at the national level. The National Welfare Manager is appointed by MCDEM; alternate National Welfare Managers with suitable experience are also appointed (as per clauses 62(4) and 62(5) of the *National CDEM Plan 2015*).
	The responsibilities of the National Welfare Manager are listed in clauses 65 and 66 of the *National CDEM Plan 2015*.
New Zealand Influenza Pandemic Action Plan	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.
	Whilst the NZIPAP focuses on pandemic influenza the approach in the plan could reasonably apply to other respiratory-type pandemics. The Ministry of Health will therefore use it as the customisable foundation for responses to future pandemics.
New Zealand Police	New Zealand Police means the instrument of the Crown continued in existence by section 7(1) of the *Policing Act 2008*.
	[National CDEM Plan 2015]

Officials' Committee of Domestic and External Security Coordination	The Officials' Committee of Domestic and External Security Coordination (ODESC) is the strategic mechanism for coordinating an all-of-government response to events. ODESC is a group of senior officials, which is chaired by the Chief Executive of the Department of the Prime Minister and Cabinet. The ODESC system is the system of domestic and external security coordination used by the government to manage all national crises.
Organisation resilience	The capability to anticipate key events from emerging trends, constantly adapt to change and to bounce back from disruptive and damaging incidents. *[ISO 22301:2012 Societal Security – Business Continuity Management Systems – Requirements]*
Pacific Tsunami Warning System	Pacific Tsunami Warning System (PTWS) is a system administered under the Intergovernmental Oceanographic Commission (OIC) of UNESCO.
Pandemic	A pandemic is an epidemic that spreads to the point that it affects a whole region, a continent or the world. *[National Health Emergency Plan 2015]*
Primary care	Primary care means care or services provided by general practitioners, nurses, pharmacists, dentists, ambulance services, midwives and others in the community. *[National Health Emergency Plan 2015]*
Primary health organisations	Primary health organisations are groupings of primary health care providers. These are local structures through which DHBs implement the Primary Health Care Strategy.
Public Health Units	Public Health Units (PHUs) provide health services to populations rather than individuals. There are 12 Public Health Units providing environmental health, communicable disease control and health promotion programmes. PHUs are led by a manager and staffed by medical officers of health, public health nurses, communicable disease nurses, health protection officers, health promoters and others. *[National Health Emergency Plan 2015]*
Recovery Coordinator	Recovery Coordinator has the same meaning as in section 4 of the *CDEM Act 2002* (shown below). ***Recovery Co-ordinator*** *means a Recovery Co-ordinator appointed under section 29.* *[CDEM Act 2002]*
Recovery Manager	A Recovery Manager is responsible for leading or coordinating recovery activities at a national level (National Recovery Manager), the CDEM Group level (CDEM Group Recovery Manager), or the local level (Local Recovery Manager). When emergencies will have significant recovery activities, the Controller hands over to the Recovery Manager once most response tasks have been completed, and the Recovery Manager is ready to take over.
Recovery office	Recovery office means a recovery office established at the local, CDEM Group, or national level. *[National CDEM Plan 2015]*
Risk	Risk has the same meaning as in section 4 of the *CDEM Act 2002* (shown below). ***risk*** *means the likelihood and consequences of a hazard* *[CDEM Act 2002]*

Secondary or tertiary health care	Secondary or tertiary health care are the levels of care provided in a hospital. Secondary care is treatment by a specialist to whom a patient has been referred by a primary care provider. Tertiary care is treatment given in a health care centre that includes highly trained specialists and often advanced technology.
	[National Health Emergency Plan 2015]
Sector coordinating entity	A sector coordinating entity (SCE) is an organisation, a group of sector representatives, or an individual agreed by a lifeline utility sector to provide a single point of contact to the NCMC or an ECC.
	[National CDEM Plan 2015]
State of emergency	State of emergency has the same meaning as in section 4 of the *CDEM Act 2002* (shown below).
	state of emergency means a state of national emergency or a state of local emergency
	state of local emergency means a state of local emergency declared under section 68 or section 69
	state of national emergency means a state of national emergency declared under section 66
	[CDEM Act 2002]
Support agency	Support agency means any agency, other than the lead agency, that has a role or responsibilities during the response to an emergency.
	[National CDEM Plan 2015]
Supporting documentation	Supporting documentation includes detailed explanations, standard operating procedures, Director's guidelines, codes, and technical standards.
	[National CDEM Plan 2015]
Supporting plan	Supporting plan means a plan issued by the Director under section 9(3) of the *CDEM Act 2002* in support of the arrangements set out in the *National CDEM Plan 2015*.
	[National CDEM Plan 2015]
Territorial authority	Territorial authority has the same meaning as in section 4 of the *CDEM Act 2002* (shown below).
	territorial authority means a territorial authority within the meaning of the Local Government Act 2002
	[CDEM Act 2002]
Unitary authority	Unitary authority has the same meaning as in section 4 of the *CDEM Act 2002* (shown below).
	unitary authority means a unitary authority within the meaning of the Local Government Act 2002
	[CDEM Act 2002]
Welfare Coordination Group	The Welfare Coordination Group (WCG) is a collective of welfare services agencies that are active at CDEM Group and local levels.
	The WCG provides a mechanism for collaboration and coordination between agencies, who work together to plan for and establish arrangements for the effective delivery of welfare services, and develop welfare work programmes.
	It provides planning input and coordination at the CDEM Group level, and support to local level CDEM welfare.

Welfare services	Welfare services support individuals, families and whānau, and communities in being ready for, responding to, and recovering from emergencies. Welfare includes the following welfare services sub-functions: registration, needs assessment, inquiry, care and protection services for children and young people, psychosocial support, household goods and services, shelter and accommodation, financial assistance, and animal welfare.

[National CDEM Plan 2015]

Welfare services agencies	Welfare services agencies are agencies who have responsibilities for coordinating or supporting the delivery of welfare services to communities affected by emergencies. These agencies are listed (and their responsibilities described) in clauses 62-75 of the *National CDEM Plan 2015*.

A2.2 Abbreviations

The following abbreviations are used in the Guide.

4Rs	Reduction, Readiness, Response, Recovery
BAU	Business As Usual
CALD	Culturally and linguistically diverse (communities)
CDC	Civil Defence Centre
CDEM	Civil Defence Emergency Management
CDEM EMIS	CDEM Emergency Management Information System
CEG	Coordinating Executive Group
CIMS	Coordinated Incident Management System
DGL	Director's Guideline
DHB	District Health Board
DOC	Department of Conservation
DPMC	Department of the Prime Minister and Cabinet
ECC	Emergency Coordination Centre
EOC	Emergency Operations Centre
EQC	Earthquake Commission
ESCC	Emergency Services Coordinating Committee
GNS Science	Geological and Nuclear Sciences Limited
GST	Goods and services tax
HEP	Health Emergency Plan
ICP	Incident Control Point
INSARAG	International Search and Rescue Advisory Group
MBIE	Ministry of Business, Innovation, and Employment
MCDEM	Ministry of Civil Defence & Emergency Management
MetService	Meteorological Service of New Zealand Limited
MFAT	Ministry of Foreign Affairs and Trade
MM	Modified Mercalli scale of earthquake intensity
MoE	Ministry of Education
MoH	Ministry of Health

MOU	Memorandum of Understanding
MPI	Ministry for Primary Industries
MSD	Ministry of Social Development
NCMC	National Crisis Management Centre
NGO	Non-government organisation
NHCC	National Health Coordination Centre
NHEP	National Health Emergency Plan
NIWA	National Institute of Water and Atmospheric Research
NSC	Cabinet National Security Committee
NWCG	National Welfare Coordination Group
NZDF	New Zealand Defence Force
NZFS	New Zealand Fire Service
NZIPAP	New Zealand Influenza Pandemic Action Plan
NZSAR	New Zealand Search and Rescue Council
ODESC	Officials' Committee for Domestic and External Security Coordination
PHU	Public Health Unit
PIM	Public Information Management
PTWC	Pacific Tsunami Warning Centre
PTWS	Pacific Tsunami Warning System
RCCNZ	Rescue Coordination Centre New Zealand
REMA	Regional Emergency Management Advisor
RMA	Resource Management Act 1991
RNZSPCA	Royal New Zealand Society for the Prevention of Cruelty to Animals
RST	Rural Support Trust
SAR	Search and rescue
SAROPs	Search and rescue operations
SCE	Sector Coordinating Entity
SOP	Standard Operating Procedure
TEMCG	Transport Emergency Management Coordination Group
UMT	Urban Search and Rescue Management Team
UNDAC	United Nations Disaster Assessment and Coordination
UNISDR	United Nations International Strategy for Disaster Reduction
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USAR	Urban Search and Rescue
VAAC	Volcanic Ash Advisory Centre
VSEAG	Visitor Sector Emergency Advisory Group
WCG	Welfare Coordination Group

Appendix 3. Agencies or clusters with roles and responsibilities in this Guide

Summary   The following agencies or clusters have roles and responsibilities set out in the *National CDEM Plan 2015* or the Guide. They are either mandated to fulfil these functions or are voluntary commitments to national CDEM arrangements.

Contents   The appendix contents are:

APPENDIX 3 AGENCIES OR CLUSTERS WITH ROLES AND RESPONSIBILITIES IN THIS GUIDE

APPENDIX 3 AGENCIES OR CLUSTERS WITH ROLES AND RESPONSIBILITIES IN THIS GUIDE

Accident Compensation Corporation

Function   The Accident Compensation Corporation is a crown agency. Its role is to prevent injury, ensure people can get treatment for injury, and assist people to get back to everyday life as soon as possible. This involves receiving clients' injury claims, overseeing and coordinating 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).

Accident Compensation Corporation provides support to the Ministry of Social Development under the welfare services sub-function, financial assistance.

See   ◆   Section 3, Management of emergencies

◆   Section 14, Welfare services

American Association for Laboratory Animal Science (AALAS)

Function   The American Association for Laboratory Animal Science (AALAS) is a membership association of professionals employed around the world in academia, government, and private industry who are dedicated to the humane care and treatment of laboratory animals, as well as the quality research that leads to scientific gains that benefit people and animals. AALAS provides educational materials to laboratory animal care professionals and researchers, administers certification programs for laboratory animal technicians and managers, publishes scholarly journals, supports laboratory animal science research, and serves as the premier forum for the exchange of information and expertise in the care and use of laboratory animals.

Some New Zealand research, testing and teaching facilities have developed response plans specific to each facility.

See   ◆   Section 14, Welfare services

Animal Control or Animal Services (territorial authorities)

Function   Animal Control or Animal Services, at each territorial authority, provide assistance and support for displaced animals through transportation, sheltering and welfare needs with temporary animal shelters.

See   ◆   Section 14, Welfare services

Association of Non-Government Organisations of Aotearoa

Function   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.

ANGOA's primary functions are the provision of an independent vehicle for interaction, cooperation, and mutual support and exchange amongst non-government organisations within Aotearoa New Zealand and working in partnership with appropriate tangata whenua organisations and networks.

See   ◆   Section 31, International assistance for New Zealand

Beef + Lamb New Zealand

Function	Beef + Lamb New Zealand Ltd is a farmer-owned industry organisation representing New Zealand's sheep and beef farmers.
	Beef + Lamb New Zealand provide technical advice to farmers about adverse weather events where stock are likely to be impacted, and also offer extensive information on managing stock post a volcanic eruption.
See	◆ Section 14, Welfare services

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, and
	◆ oversight administration of *Health and Safety in Employment Act 1992* and the *Hazardous Substances and New Organisms Act 1996* in the aviation sector.
See	◆ Section 3, Management of emergencies
	◆ Section 7, Clusters
	◆ Section 13, Lifeline utilities

Child, Youth and Family (CYF) (Ministry of Social Development)

Function	Child, Youth and Family is the government agency with statutory care and protection of children and young people, youth justice services and adoption services. Child, Youth and Family is the agency responsible for planning the delivery and coordination of care and protection of children and young people who have been identified as separated from their parents or usual caregiver during an emergency.
See	◆ Section 14, Welfare services

Coastguard New Zealand

Function Coastguard New Zealand is the charity saving lives at sea and educating New Zealanders on how to stay safe on the water. Coastguard New Zealand rescue crews provide the primary maritime search and rescue service in New Zealand.

See ◆ Section 7, Clusters

Council of International Development

Function The Council for International Development (CID) is the national umbrella agency of international development organisations based in Aotearoa New Zealand. CID exists to support effective high quality aid and development programmes, with the vision of achieving a sustainable world free from poverty and injustice. CID also facilitates the Non-Governmental Organisations Disaster Relief Forum (NDRF), see below.

See ◆ Section 3, Management of emergencies

◆ Section 31, International assistance for New Zealand.

Dairy NZ

Function Dairy NZ is an industry organisation that invests in a wide range of programmes, guided by dairy industry strategy. Their work includes research and development to create practical on-farm tools, leading on-farm adoption of good practice farming, promoting careers in dairying, and advocating for farmers with central and regional government.

See ◆ Section 14, Welfare services

Deer Industry New Zealand

Function Deer Industry New Zealand (DINZ) is an industry organisation, and undertakes a range of programmes on behalf of all deer industry stakeholders. Its main functions are promotion, quality assurance, research, and market access and industry representation.

Deer Industry New Zealand can act as a rapid communication channel to reach deer farmers during an emergency.

See ◆ Section 14, Welfare services

Department of Conservation

Function The Department of Conservation (DOC) is the government agency charged with conserving New Zealand's natural and historic heritage. DOC organises its work around five different outcomes:

◆ the diversity of New Zealand's natural heritage is maintained and restored

◆ New Zealand's history is protected and brought to life

◆ more people participate in recreation

◆ more people engage with conservation and value its benefits

◆ conservation gains from more business partnerships.

See ◆ Section 7, Clusters

◆ Section 14, Welfare services

Department of the Prime Minister and Cabinet

Function	The Department of the Prime Minister and Cabinet (DPMC) 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.
See	◆ Section 2, Hazards and risks
	◆ Section 3, Management of emergencies
	◆ Section 21, Exercising and testing
	◆ Section 26, National Crisis Management Centre
	◆ Section 28, Public Information Management
	◆ Section 31, International assistance for New Zealand

District Health Boards

Function	District Health Boards (DHBs) provide hospital and community-based health services (including Public Health Units). DHBs are funders and providers of publicly funded services for the populations of specific geographical areas in New Zealand.
See	◆ Section 3, Management of emergencies
	◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
	◆ Section 7, Clusters
	◆ Section 8, Emergency services
	◆ Section 11, Health and disability services
	◆ Section 14, Welfare services

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 hazards.
	EQC operates as mandated by the *Earthquake Commission Act 1993*. EQC works with the Ministry of Social Development under the welfare services sub-function, financial assistance.
See	◆ Section 3, Management of emergencies
	◆ Section 14, Welfare services
	◆ Section 15, Building management
	◆ Section 16, Science and research organisations
	◆ Section 17, Reduction
	◆ Section 33, Government financial support to local authorities

Egg Producers Federation of New Zealand

Function	The Egg Producers Federation of New Zealand represents all commercial egg farmers across all farming types.
See	◆ Section 14, Welfare services

Farm Forestry Association

Function	The New Zealand Farm Forestry Association represents tree growers throughout New Zealand to further the interests of small forest growers.
See	◆ Section 14, Welfare services

Federated Farmers of New Zealand

Function	Federated Farmers of New Zealand (Federated Farmers) is located in 24 provinces, and employs professional staff to work for its member-farmers. It gives farmers a collective voice at both a regional, national and international level and is responsible for representing the specific interest of its members within meat and fibre, diary, goats, rural butchers, high country, grain and seeds, and bees. Federated Farmers provides support to the following welfare services agencies:
	◆ Ministry for Primary Industries (animal welfare sub-function)
	◆ Ministry of Social Development (financial assistance sub-function).
See	◆ Section 14, Welfare services

Fonterra

Function	Fonterra is a global farmer-owned cooperative with headquarters in New Zealand, and is the world's leading milk processor and dairy exporter. Fonterra provides support and advice to its farmers in emergencies via its Emergency Response Team (ERT). Support ranges from technical advice to water tankers and sandbagging, and has included sourcing and supplying dozens of generators to keep milking sheds operating during and following a flood.
See	◆ Section 14, Welfare services

Forest Owners' Association

Function	The New Zealand Forest Owners Association (FOA) represents the owners of New Zealand's commercial plantation forests. The association and its members are committed to the highest standards of sustainable silviculture, environmental practice and workforce safety.
See	◆ Section 14, Welfare services

GNS Science

Function	GNS Science is a Crown research institute 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.
See	◆ Section 16, Science and research organisations
	◆ Section 25, National warnings and advisories
	◆ Section 26, National Crisis Management Centre

Heritage New Zealand Pouhere Taonga

Function Heritage New Zealand is an autonomous Crown entity under the *Crown Entities Act 2004.* Its work, powers and functions are prescribed by the *Heritage New Zealand Pouhere Taonga Act 2014.*

     Most protective mechanisms for land-based historic heritage are administered by local authorities through their District Plan policies heritage schedules and associated rules under the Resource Management Act 1991. Heritage New Zealand identifies historical and cultural heritage through the New Zealand Heritage List and the National Historic Landmark List and has regulatory responsibilities for archaeological sites. Heritage New Zealand also provides advice on the identification, protection, preservation and conservation of the historical and cultural heritage of New Zealand.

See   ◆ Section 3, Management of emergencies

      ◆ Section 15, Building management

Horticulture New Zealand

Function Horticulture New Zealand is an industry association representing New Zealand's 5500 commercial fruit and vegetable growers. Their work focuses on natural resources and the environment, biosecurity, people capability, and grower representation.

See   ◆ Section 14, Welfare services

Housing New Zealand Corporation

Function Housing New Zealand Corporation (Housing New Zealand) is a Crown agent that provides housing services for people in need. Housing New Zealand owns or manages around 68,000 properties nationwide, including about 1,500 houses for community groups providing residential services.

See   ◆ Section 14, Welfare services

      ◆ Section 33, Government financial support to local authorities

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 an emergency. Inland Revenue Department provides support to the Ministry of Social Development under the welfare services sub-function, financial assistance.

See   ◆ Section 3, Management of emergencies

      ◆ Section 14, Welfare services

Insurance Council of New Zealand

Function Insurance Council of New Zealand provides insurance-related emergency information to all New Zealanders, including business and central/local government. Leads disaster recovery coordination with its member insurers, the Earthquake Commission and local government organisations. The Insurance Council of New Zealand provides information on how to reduce both the social and economic impacts of natural hazards in New Zealand. The Insurance Council of New Zealand provides support to the Ministry of Social Development under the welfare services sub-function, financial assistance.

See   ◆ Section 14, Welfare services

International Search and Rescue Advisory Group (INSARAG)

Function	The International Search and Rescue Advisory Group (INSARAG) is a global network of more than 80 countries and organisations under the United Nations umbrella. INSARAG deals with Urban Search and Rescue (USAR) related issues, aiming to establish minimum international standards for USAR teams and methodology for international coordination in earthquake response.
See	◆ Section 10, Fire services
	◆ Section 31, International assistance for New Zealand

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 an 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 National Emergency Management Coordination 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 13, Lifeline utilities
	◆ Section 30, 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 Coordination Group (Transport Cluster).
See	◆ Section 13, 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.

See   - Section 3, Management of emergencies
                  - Section 13, Lifeline utilities

Massey University, Palmerston North: Institute of Veterinary, Animal and Biomedical Sciences

Function   The Institute of Veterinary, Animal and Biomedical Sciences is a world leader in its field. Work includes:

- advancing knowledge in animal health and welfare, biosecurity, conservation and sustainable productivity

- working with governments, other universities, international and national organisations and companies to improve animal and human health.

See   - Section 14, Welfare services

Meat Industry Association

Function   The Meat Industry Association of New Zealand (MIA) is a voluntary trade association representing New Zealand meat processors, marketers, and exporters. It is an incorporated society (owned by members) that represents companies supplying the majority of New Zealand sheepmeat exports and all beef exports.

All Meat Industry Association plants have their own emergency response plans and procedures for evacuation. Grazing land and stock yards adjacent to the plants could be used as animal holding facilities in an emergency, if required.

See   - Section 14, Welfare services

Media Works TV Limited (TV 3)

Function   Media Works TV Limited (TV 3) 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 28, Public information management

Meteorological Service of New Zealand Limited (MetService)

Function The Meteorological Service of New Zealand Limited (MetService) is New Zealand's designated National Meteorological Service with the World Meteorological Organisation. Under contracts with the Crown, MetService is the authorised provider of warnings and other public safety weather services to New Zealand, as well as certified weather information to the aviation industry and all airlines flying into and within New Zealand.

In addition to meteorological warnings, MetService will contribute to the management of public information, assist as necessary with volcanic ash advisories for the civil aviation industry, and provide scientific advice to the NCMC, agencies and CDEM Groups as needed.

See
- Section 1, Introduction
- Section 16, Science and research organisations
- Section 25, National warnings and advisories
- Section 26, National Crisis Management Centre

Ministry for Business, Innovation, and Employment

Function The Ministry of Business, Innovation and Employment (MBIE) develops and delivers policy, services, advice and regulation to support business growth and the prosperity and wellbeing of New Zealanders.

MBIE integrates the functions of four former agencies – the Department of Building and Housing, the Ministry of Economic Development, the Department of Labour and the Ministry of Science and Innovation.

See
- Section 3, Management of emergencies
- Section 14, Welfare services
- Section 15, Building management
- Section 16, Science and research organisations
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 29, Logistics

Ministry of Civil Defence & Emergency Management (MCDEM)

Function The Ministry of Civil Defence & Emergency Management (MCDEM) is the lead agency responsible for coordinating the management of emergencies resulting from various hazards, using the arrangements in the National CDEM Plan and the functions and powers of the Director and the National Controller under the *CDEM Act 2002*. The Ministry may act as a support agency by coordinating the CDEM response to any emergency managed by a lead agency.

See All sections of the Guide.

Ministry for Culture and Heritage

Function   The Ministry for Culture and Heritage supports New Zealand's art, media, heritage and sport organisations; advise government on cultural matters; and provide research and resources for public access.

The Ministry for Culture and Heritage has an operational role under building management of the *National CDEM Plan 2015*.

See
- Section 3, Management of emergencies
- Section 15, Building management

Ministry of Education

Function   The Ministry of Education is the Government's lead advisor on the New Zealand education system, shaping direction for sector agencies and providers.

During response to an emergency, Ministry of Education has an operational role under welfare services of the National CDEM Plan 2015.

See
- Section 3, Management of emergencies
- Section 14, Welfare services

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*, the *Hazardous Substances and New Organisms Act 1996,* and the *Soil Conservation and Rivers Control Act 1941.*

During response to, and recovery from an emergency, Ministry for the Environment has an operational role in the provision of advice (on request) related to the application of the *Resource Management Act 1991* and *Hazardous Substances and New Organisms Act 1996*, and the environmental implications of response measures.

See
- Section 2, Hazards and risks
- Section 17, Reduction

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 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 an 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, Management of emergencies
- Section 14, Welfare services
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 30, Mass evacuation
- Section 31, International assistance to New Zealand

Ministry of Health

Function

The Ministry of Health is government's principal health and disability policy advisor. The Ministry is the lead agency for infectious human disease (pandemic) 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 coordinating any national emergency response from the health sector regardless of the emergency. The Ministry of Health is also the agency responsible for coordinating the provision of psychosocial support at the national level under welfare services. The Ministry of Health is a member agency of the National Welfare Coordination Group.

See

- Section 1, Introduction
- Section 2, Hazards and risks
- Section 3, Management of emergencies
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 7, Clusters
- Section 8, Emergency services
- Section 11, Health and disability services
- Section 14, Welfare services
- Section 17, Reduction
- Section 18, Readiness
- Section 24, Response
- Section 25, National warnings and advisories
- Section 26; National Crisis Management Centre
- Section 28, Public information management
- Section 31, International assistance to New Zealand
- Section 32, Recovery

Ministry of Pacific Island Affairs

Function   The Ministry of Pacific Island Affairs is Government's premier adviser on policies and interventions to promote the social, economic and cultural development of Pacific peoples in New Zealand.

See
- Section 3, Management of emergencies
- Section 14, Welfare services

Ministry for Primary Industries

Function   The Ministry for Primary Industries provides policy advice and programmes that support the sustainable development of New Zealand's primary industries. The Ministry also has a role in ensuring food safety and standards for New Zealand consumers, and protects New Zealand from biological risk.

See
- Section 1, Introduction
- Section 3, Management of emergencies\
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 14, Welfare services
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 31, International assistance to New Zealand

Ministry of Social Development (MSD)

Function   The Ministry of Social Development is New Zealand's largest government department, providing care and protection of vulnerable children and young people; employment, income support and superannuation services; funding to community service providers; social policy and advice to government; and student allowances and loans.

See
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 14, Welfare services
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 33, Government financial support to local authorities

Ministry of Transport (MoT)

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

See
- Section 3, Management of emergencies
- Section 7, Clusters
- Section 13, Lifeline utilities
- Section 26, National Crisis Management Centre
- Section 28, Public information management

National Institute of Water and Atmospheric Research Limited

Function   The National Institute of Water and Atmospheric Research Limited (NIWA) is a Crown research institute established in 1992. NIWA's mission is to conduct leading environmental science to enable the sustainable management of natural resources for New Zealand and the planet.

NIWA operates a comprehensive round-the-clock environmental forecasting system. At the heart of this system is a high-resolution weather forecasting capability. This supports additional forecasting systems for flooding from major river systems, storm surge, regional wave conditions, coastal inundation, and tsunami. NIWA is also a core partner in the development of the RiskScape Model, a support tool for decision makers which simulates regional natural hazards and produces estimates of damage in dollars and likely casualties.

See
- Section 16, Science and research organisations
- Section 25, National warnings and advisories

National Rural Fire Authority

Function   The main functions of the National Rural Fire Authority are to provide the rural fire sector with leadership and coordination and support, and set standards and monitor performance.

A key part of the rural fire sector is the 76 Rural Fire Authorities (RFAs) who manage rural fire over 96% of New Zealand's land area. The RFAs are the Department of Conservation, the Defence Force, local councils, and rural fire districts. As managers of forested and rural land areas, the RFAs take responsibility for managing fires by recruiting and training volunteers to respond to fires in their local community.

See
- Section 3, Management of emergencies
- Section 8, Emergency services
- Section 10, Fire services

New Zealand Customs Service

Function   New Zealand Customs Service is responsible for the management and control of New Zealand's borders, including promoting international trade, guarding against illegal imports and exports, and ensuring the movement of lawful travellers and goods can move across New Zealand's borders smoothly and efficiently.

See
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 31, International assistance for New Zealand

APPENDIX 3 AGENCIES OR CLUSTERS WITH ROLES AND RESPONSIBILITIES IN THIS GUIDE

New Zealand Companion Animal Council

Function

The New Zealand Companion Animal Council (NZCAC) is a national organisation representing the amalgam of a diverse range of animal groups. The NZCAC is also a support agency for the welfare services sub-function, animal welfare.

See

◆ Section 14, Welfare services

New Zealand Defence Force

Function

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. During an 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.

See

◆ Section 3, Management of emergencies

◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)

◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)

◆ Section 8, Emergency services

◆ Section 12, New Zealand Defence Force

◆ Section 14, Welfare services

◆ Section 26, National Crisis Management Centre

◆ Section 30, Mass evacuation

◆ Section 31, International assistance to New Zealand

New Zealand Equine Health Association

Function

The New Zealand Equine Health Association (NZEHA) is a pan-equine industry coordinating group on matters relating to the health and welfare of equine animals in New Zealand.

In an emergency affecting horses, the NZEHA could convene and mount an equine response module if there were serious equine issues to be addressed. The response would follow a simple CIMS structure in line with plans for biological responses.

See

◆ Section 14, Welfare services

New Zealand Fire Service (Fire services)

Function

The New Zealand Fire Service is one of the key agencies making up New Zealand's emergency services. The principal roles of the New Zealand Fire Service in an emergency are firefighting, containment of releases and spillages of hazardous substances, urban search and rescue (USAR), limitation of damage and redistribution of water, in consultation with the relevant territorial authorities, for firefighting.

See

◆ Section 1, Introduction

◆ Section 3, Management of emergencies

◆ Section 4, General roles and responsibilities

◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)

◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)

◆ Section 8, Emergency services

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- ◆ Section 10, Fire services
- ◆ Section 17, Reduction
- ◆ Section 18, Readiness
- ◆ Section 24, Response
- ◆ Section 25, National warnings and advisories
- ◆ Section 26, National Crisis Management Centre
- ◆ Section 28, Public information management
- ◆ Section 30, Mass evacuation
- ◆ Section 31, International assistance to New Zealand

New Zealand Food & Grocery Council (NZFGC)

Function   The New Zealand Food & Grocery Council (FGC) is an industry association which represents the manufacturers and suppliers behind New Zealand's food, beverage, and grocery brands. The NZFGC is also a support agency for the welfare services sub-function, household goods and services.

See   ◆ Section 14, Welfare services

New Zealand Land Search and Rescue Incorporated

Function   New Zealand Land Search and Rescue Incorporated (LandSAR) offers specialist search and rescue skills to the New Zealand public 24 hours a day, 7 days a week via the New Zealand Police and the Rescue Coordination Centre (NZRCC). LandSAR operates in suburban, urban, wilderness, and rural areas including regional and forest parks, shorelines, and caves.

See   ◆ Section 7, Clusters

New Zealand Lifelines Committee

Function   Representatives of lifeline utilities collaborate in regional Lifeline Groups with scientists, engineers, and emergency managers to reduce vulnerabilities to regional scale emergencies.

The New Zealand Lifelines Committee fosters regional activity and provides a link to government.

See   ◆ Section 7, Clusters
           ◆ Section 13, Lifeline utilities

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 **terrorism** and major transport accident emergencies. The principal roles of the New Zealand Police in an 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, coordinating movement control over land and conducting inland search and rescue. The New Zealand Police are also responsible for the welfare services inquiry sub-function under the National CDEM Plan 2015.

See
- Section 1, Introduction
- Section 3, Management of emergencies
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 7, Clusters
- Section 8, Emergency services
- Section 9, New Zealand Police
- Section 12, New Zealand Defence Force
- Section 14, Welfare services
- Section 17, Reduction
- Section 18, Readiness
- Section 24, Response
- Section 25, Warnings and advisories
- Section 26, National Crisis Management Centre
- Section 28, Public information management
- Section 30, Mass evacuation
- Section 31, International assistance to New Zealand

New Zealand Pork

Function   New Zealand Pork (NZPork) is the operational name of the New Zealand Pork Industry Board. NZPork works on behalf of New Zealand's pig farmers and producers, providing advocacy, marketing, and communications services.

NZPork provides a communication network to and from commercial pig farmers. NZPork has a central and regional structure and can aggregate information and communicate as needed.

See
- Section 14, Welfare services

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 the deployment of Red Cross Response Teams.

See
- Section 14, Welfare services
- Section 31, International assistance to New Zealand

New Zealand Search and Rescue Council

Function   The New Zealand Search and Rescue Council (NZSAR Council) provides national strategic governance and leadership to New Zealand search and rescue. In keeping with the Council's high level strategic function, its membership is drawn from the Chief Executives of the Ministry of Transport (chair), New Zealand Police, New Zealand Defence Force, Maritime New Zealand, the Civil Aviation Authority, and the Department of Conservation.

See
- Section 7, Clusters

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, and
- 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.

See   - Section 13, Lifeline utilities
       - Section 14, Welfare services

New Zealand Urban Search and Rescue (USAR)

Function   Urban Search and Rescue involves finding and rescuing people trapped when a structure collapses, for example if a single building collapses or as a result of a major landslide or earthquake. In New Zealand USAR comes under the umbrella of the New Zealand Fire Service.

New Zealand has USAR taskforces based in Auckland, Palmerston North, and Christchurch. During an emergency, the National USAR Manager may be based in the NZFS National Coordination Centre, depending on the consequences of the emergency.

See   - Section 2, Hazards and risks
       - Section 10, Fire service
       - Section 30, Mass evacuation
       - Section 31, International assistance for New Zealand

New Zealand Veterinary Association

Function   The New Zealand Veterinary Association (NZVA) is the only membership association representing New Zealand veterinarians. With 2000 members, 15 special interest branches and 14 regional branches the NZVA provides specialist and local support to its members, and wider industry and sector partners. NZVA is at the forefront of promoting improvements in animal health and welfare practice and advocating for the clarity, transparency and enforceability of NZ's animal welfare legislation. The NZVA is also a support agency for the welfare services sub-function, animal welfare.

See   - Section 14, Welfare services

Non-Governmental Organisations Disaster Relief Forum

Function   The Council for International Development (CID) facilitates the Non-Governmental Organisations Disaster Relief Forum (NDRF), an open forum for New Zealand based NGOs that have an interest and involvement in international humanitarian response and emergency management issues. The NDRF is a standing committee of CID.

The aim of the NDRF is to provide a collective civil society voice and forum for cooperation and shared learning for best practice in international humanitarian assistance for New Zealand NGOs. The NDRF also encourages observers to engage with the NDRF and contribute to outcomes of the forum.

See   - Section 31, International assistance for New Zealand

Office of Ethnic Communities

Function   The Office of Ethnic Communities works to promote the benefits of ethnic diversity to develop prosperity for every New Zealander and is a business unit within the Department of Internal Affairs.

See
 ◆ Section 3, Management of emergencies
 ◆ Section 14, Welfare services

Pacific Tsunami Warning Centre

Function   The Pacific Tsunami Warning Centre (PTWC) is one of two tsunami warning centres operating within the National Oceanic and Atmospheric Administration (United States Department of Commerce). The PTWC 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.

Messages disseminated by the PTWC include:

 ◆ **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.

See
 ◆ Section 25, National warnings and advisories

Poultry Industry Association of New Zealand

Function   The Poultry Industry Association of New Zealand is the organisation that represents the interests of poultry meat producers in New Zealand.

See
 ◆ Section 14, Welfare services

Radio Broadcasters' Association

Function   The Radio Broadcasters Association (RBA) exists to maintain high standards of commercial radio broadcasting in New Zealand and to represent the commercial radio industry to its many partners and stakeholders within government, business and the community.

The RBA represents commercial radio networks who 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 28, Public information management

Radio New Zealand (RNZ)

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 it's networks – Radio New Zealand National and Radio New Zealand International.

See
- Section 13, Lifeline utilities
- Section 28, Public information management

Road Transport Forum New Zealand

Function   The Road Transport Forum is the national body representing the commercial road freight industry. Membership comprises over 80% of road freight operators in New Zealand.

See
- Section 14, Welfare services

Royal New Zealand Society for the Prevention of Cruelty to Animals (RNZSPCA)

Function   The Royal New Zealand Society for the Prevention of Cruelty to Animals (RNZSPCA) is a voluntary organisation dedicated to the welfare of animals. During an emergency the RNZSPCA supports the Ministry for Primary Industries in the care of domestic animals, and where possible supports local authorities. The SPCA is also a support agency for the welfare services sub-function, animal welfare.

See
- Section 1, Introduction
- Section 14, Welfare services

Rural Support Trusts

Function   The 14 Rural Support Trusts are independent, charitable trusts established to support people and families in rural communities with a primary focus on farming families. The Trustees and coordinators are respected members of the local farming community.

The Ministry for Primary Industries has an agreement with each Trust to, among other things, provide and coordinate recovery assistance to their communities during, and following adverse events classified as medium or large-scale under the MPI Primary Sector Recovery Policy. Adverse events include droughts, floods, other severe weather, natural disasters and biosecurity incursions. Rural recovery assistance is also provided by a range of primary sector organisations including Federated Farmers, Dairy NZ, Beef + Lamb NZ, Horticulture NZ, Rural Women New Zealand, and Rural Support Trusts work closely with these organisations. . The Ministry for Primary Industries provides a small annual grant to each Trust to support Governance and to maintain capability. Most of the work is undertaken on a voluntary basis.

Rural Support Trust recovery activities can be coordinated with local CDEM Groups and include holding community events in rural areas. Rural Support Trusts provide CDEM Groups with local intelligence, collaborate with industry good bodies, and deliver any MPI-funded recovery activities. They also provide other support services at their discretion, which may not be government funded.

Each Rural Support Trust has a Response and Recovery Plan with arrangements relevant to hazards prevalent to the area.

For further information, visit www.rural-support.org.nz, or phone 0800 787 254.

See
- Section 14, Welfare services

Rural Women New Zealand

Function	Rural Women New Zealand is a charitable, membership-based organisation which supports people in rural communities through opportunities, advocacy and connections.
	Rural Women New Zealand has a diverse membership and is a leading representative body providing information, support, practical learning and leadership opportunities. Activities include promoting and advocating on rural health, education, land and social issues.
See	◆ Section 14, Welfare services

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 emergencies.
See	◆ Section 14, Welfare services

Save the Children New Zealand

Function	Save the Children is the world's leading independent organisation for children, working in 120 countries.
	Save the Children New Zealand is a member of Save the Children, focusing on helping children in New Zealand, the Pacific and Asia. They also help children in emergencies around the world. Save the Children New Zealand can provide support to welfare services through the setting up and management of Child Friendly Spaces during emergencies.
See	◆ Section 14, Welfare services

St John

Function	St John serves communitites throughout New Zealand by delivering an extensive range of essential health-related services and products, including emergency ambulance services. St John is a charitable organisation that operates independently of government and business.
See	◆ Section 14, Welfare services

Surf Life Saving New Zealand

Function	Surf Life Saving New Zealand is the national association representing 74 Surf Life Saving Clubs in New Zealand, who patrol in over 80 locations throughout the New Zealand summer months.
See	◆ Section 7, Clusters

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 2002* 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 13, Lifeline utilities
- Section 28, Public information management.

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 an emergency are working with local iwi and iwi providers regarding welfare support and services and engaging with Māori communities to ensure that their needs are met.

See
- Section 3, Management of emergencies
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 14, Welfare services
- Section 33, Government financial support to local authorities

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 Coordination Group (Transport Cluster).

See
- Section 7, Clusters
- Section 13, Lifeline utilities

Transport Emergency Management Coordination Group

Function   The Transport Emergency Management Coordination Group (TEMCG) is chaired by the Ministry of Transport. Its purpose is 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

- coordinate 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.

See   - Section 7, Clusters

- Section 13, Lifeline utilities

Transpower New Zealand

Function   Transpower New Zealand (Transpower) owns and operates the National Grid; the high voltage transmission network connecting areas of generation with towns and cities across New Zealand.

See   - Section 5, Ministry of Civil Defence & Emergency Management

- Section 6, Civil Defence Emergency Management Groups

- Section 7, Clusters

- Section 9, New Zealand Police

- Section 10, Fire services

- Section 11, Health and disability services

- Section 13, Lifeline utilities

- Section 14, Welfare services

- Section 17, Reduction

- Section 18, Readiness

- Section 19, Planning

- Section 20, Capability development

- Section 21, Exercising and testing

- Section 24, Response

- Section 25, National warnings and advisories

- Section 26, National Crisis Management Centre

- Section 27, Emergency information management

- Section 29, Logistics

- Section 32, Recovery

APPENDIX 3 AGENCIES OR CLUSTERS WITH ROLES AND RESPONSIBILITIES IN THIS GUIDE

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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 OnTrack, local authorities, and Kiwi Rail. Veolia Transport has responsibilities to provide advice on and management of the operation of the track system during an emergency.
See	◆ Section 7, Clusters
	◆ Section 13, Lifeline utilities
	◆ Section 30, 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 per the National CDEM Plan 2015.
See	◆ Section 14, Welfare services

Visitor Sector Emergency Advisory Group

Function	The Visitor Sector Emergency Advisory Group (VSEAG) includes tourism industry bodies and government agencies active in the visitor sector, which collectively plan a response for the impacts of an emergency on international visitors to New Zealand. They will work to mobilise the sector's resources to assist with national and local responses to emergencies.
See	◆ Section 7, Clusters
	◆ Section 14, Welfare services

United Nations Disaster Assessment and Coordination (UNDAC)

Function	The United Nations Disaster Assessment and Coordination (UNDAC) is part of the international emergency response system for sudden-onset emergencies.
	It is designed to help the United Nations and governments of disaster-affected countries during the first phase of a sudden-onset emergency. UNDAC also assists in the coordination of incoming international relief at national level and/or at the site of the emergency.
See	◆ Section 10, Fire services
	◆ Section 31, International assistance for New Zealand

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 United Nations General Assembly Resolutions 46/182 and 57/150.
	UNOCHA is able to deploy resources at short notice if requested by New Zealand in response to a state of national emergency or an emergency of national significance
See	◆ Section 31, International assistance for New Zealand

Wildbase Hospital, Veterinary Teaching Hospital

Function	Wildbase Hospital is New Zealand's only dedicated wildlife hospital, providing medical and surgical care and rehabilitation to sick and injured native animals so they can be returned to the wild.
See	◆ Section 14, Welfare services

Work and Income

Function	Work and Income is a service of the Ministry of Social Development, providing financial assistance and employment services throughout New Zealand. Work and Income has a role in providing welfare services in emergencies, and is represented on the National Welfare Coordination Group (NWCG), and may also be represented on Welfare Coordination Groups (WCGs) at the CDEM Group level.
See	◆ Section 14, Welfare services

World Animal Protection

Function	World Animal Protection is a global animal welfare charity, active in more than 50 countries across Asia Pacific (including New Zealand), North America, Latin America, Africa, Europe and the Middle East. World Animal Protection has consultative status at the United Nations and Council of Europe.
See	◆ Section 14, Welfare services

World Health Organisation

Function	The World Health Organisation is the directing and coordinating 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 11, Health and disability services

Zoo and Aquarium Association

Function	The Zoo and Aquarium Association (ZAA) is the peak body representing the zoo and aquarium community throughout Australasia. The Association has 99 member organisations; 94 of these are zoos, aquariums and museums with the remainder consisting of universities, TAFEs and government departments. The Association manages the coordination of breeding programs and sets the level of professional standards and practice for its members. It also provides general support and advice where required to its members and governments on a range of issues such as biosecurity, wildlife disease and species knowledge. The ZAA collaborates on a broad range of topics, including disease preparedness and emergency planning.
See	◆ Section 14, Welfare services