



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

Revised November 2007



Te Rākau  
Whakamarumaru

Ministry of Civil Defence  
& Emergency Management

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

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# The Guide to the National CDEM Plan

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<b>Section 1</b>	<b>Introduction</b>	v1.1. (13 November 2007)
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## Revised November 2007

Please ensure that the revised sections of the Guide (v1.1.) as indicated in the table above have been inserted to replace the previous version (v1.0.). This can be done by comparing the version details in the table with the version details contained in the footer of each section.

Note: The current Guide version can be downloaded in whole or by section from [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

# The Guide to the National CDEM Plan

## Summary of sections

### 1. Introduction

#### Summary

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

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### 2. Hazards and risks

#### Summary

The hazards and risks to be managed under the Civil Defence Emergency Management Act 2002 (CDEM Act) and the National CDEM Plan include anything that may result in a civil defence emergency.

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

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#### Summary

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### **Summary**

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### **Summary**

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

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### **Summary**

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### Summary

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### Summary

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

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### Summary

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### Summary

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### Summary

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### Summary

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### Summary

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### Summary

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The section contents are:

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21.2. Context .....	1
21.3. Principles .....	1
21.4. Operational arrangements.....	2
21.5. References and links .....	3

## 22. Public information management

### Summary

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### Summary

Mass evacuation may be necessary during an emergency, if the preferred option of supporting people in situ is not advisable. In order to minimise the impact on people, an evacuation is to be well planned and people kept informed and supported throughout the process.

The section contents are:

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- 23.2. Types of evacuation ..... 1
- 23.3. Principles of evacuation ..... 2
- 23.4. Local co-ordination..... 2
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### Summary

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The section contents are:

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- 24.2. Requests for international assistance ..... 1
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### Summary

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### Summary

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### Summary

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## **Appendix 3. Definitions and abbreviations**

### **Summary**

This appendix covers the definition of terms and use of abbreviations in the Guide to the National CDEM Plan.

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### **Summary**

Three key Action Cards, outlining the crucial steps to be followed in the activation, response and recovery phases of an emergency, are included in this appendix.

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### **Summary**

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# Preface

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## Guide to the National CDEM Plan

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

### Purpose of the Guide to the National CDEM Plan

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

The Guide provides information on operational arrangements and additional information in support of the National CDEM Plan<sup>1</sup>. The Guide includes:

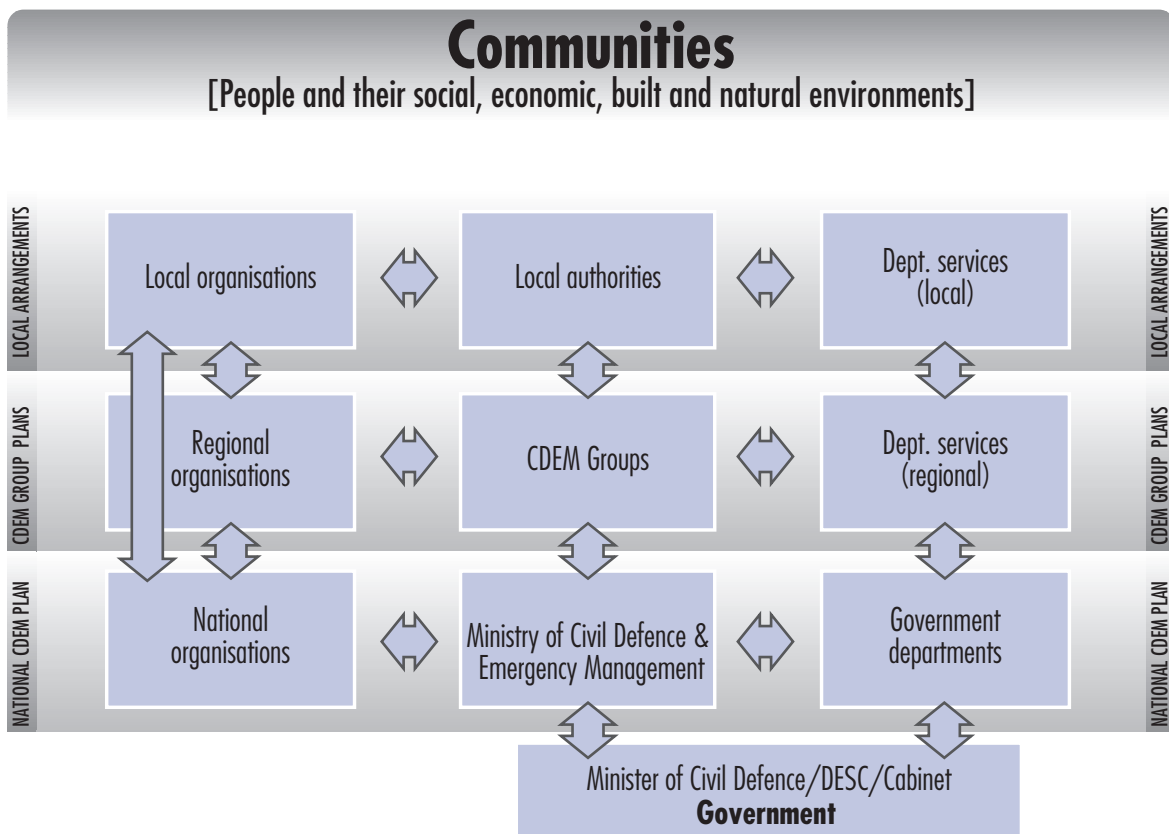
- ◆ the wording of the National CDEM Plan as made by Order in Council;
- ◆ operational information, such as explanations (including diagrams, figures and tables), relevant operating procedures, and national policy;
- ◆ references to other planning, operational arrangements, and guidelines.

### National CDEM Plan

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

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



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

## Status of the Guide

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

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

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

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



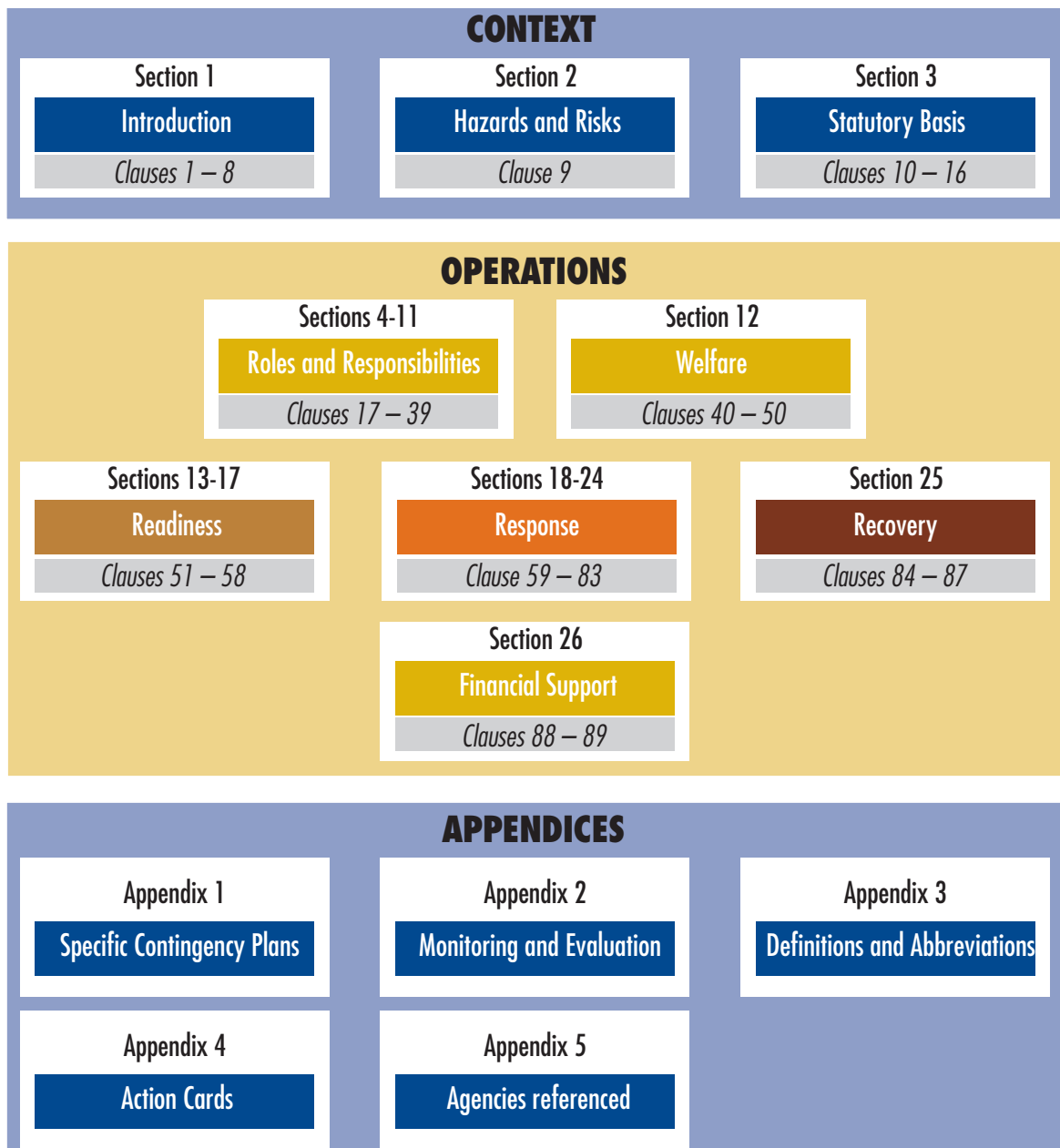
## Audience for the Guide

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

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

## Format of the Guide

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



**Figure Two:** The Guide has 26 sections and 5 appendices organised into three parts (context, operations, and appendices). Each section of the Guide includes relevant wording of the National CDEM Plan in grey shaded boxes numbered by part and clause.

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

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

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

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

### **Continued development of the Guide**

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

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

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

### **Revisions**

#### **November 2007**

The Guide was reviewed in relation to revised Government policy affecting civil defence emergency management and errors and omissions. As a result thirteen sections have been revised and republished.

Please check the Version Information and Update Record (page 4 of this section) to check that all sections of the Guide contained in this folder are up to date.

# 1. Introduction

## Summary

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

The section contents are:

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## 1.1. Interpretation

Part 1 Introduction <i>General</i>
<b>1 Interpretation</b> In this plan, unless the context otherwise requires, — <b>4 Rs</b> means— (a) reduction (identifying and analysing long-term risks to human life and property from natural or non-natural hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring); and (b) readiness (developing operational systems and capabilities before a civil defence emergency happens, including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities, and other agencies); and (c) response (actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to help communities recover); and (d) recovery (the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following a civil defence emergency) <b>Act</b> means the Civil Defence Emergency Management Act 2002

**agencies** means—

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

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

**CIMS** means the co-ordinated incident management system

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

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

**CYF** means the Department of Child, Youth and Family Services

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

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

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

**DPMC** means the Department of the Prime Minister and Cabinet

**ECC** means Emergency Co-ordination Centre

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

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

**EOC** means Emergency Operations Centre and encompasses ECC

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

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

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

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

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

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

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

**NCMC** means the National Crisis Management Centre

**NWRCG** means the National Welfare Recovery Co-ordination Group

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

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

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

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

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

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

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

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

**The Guide** means *The Guide to the National Civil Defence Emergency Management Plan* that is issued by the Director under section 9(3) of the Act  
**the strategy** means the national civil defence emergency management strategy completed under section 31 of the Act  
**this plan** means the national civil defence emergency management plan.

Additional definitions used in the Guide and in common use in civil defence emergency management are contained in the Guide Appendix 3.

## 1.2. Status of plan

### 2 Status

This plan—

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

## 1.3. Incorporation by reference

### 3 Incorporation by reference

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

## 1.4. Purpose of the National CDEM Plan

### Part 2

#### *Purpose, objectives, and scope of plan*

### 4 Purpose of plan

The purpose of this plan is to—

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

## 1.5. Objectives of the National CDEM Plan

### 5 Objectives of plan

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

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

## 1.6. Relationship of objectives to National CDEM Strategy

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

Goal 2 is only addressed in part in the National CDEM Plan. It is also addressed within the CDEM Group plans and other government strategies (see 1.8.1).

## 1.7. Scope of the National CDEM Plan

### 7 Scope of plan

- (1) This plan, the Act, the strategy, the CDEM Group plans, the sector plans, the agency plans, and *The Guide* collectively describe the civil defence emergency management necessary at the national level.
- (2) This plan—
  - (a) is a statement of—
    - (i) the national civil defence emergency management arrangements that are in place or being developed on the date that this plan is made; and
    - (ii) the principles, arrangements, commitments, and frameworks that apply to the management of states of national emergencies and civil defence emergencies of national significance (the detail of how this is to be delivered is set out in *The Guide*); and
  - (b) addresses emergencies where communities and agencies are overwhelmed and demand on resources may exceed those available at the local, regional, or national level; and
  - (c) is written for agencies that have a role to play during either a state of national emergency or a civil defence emergency of national significance and will inform their planning, response, and co-ordination during such an emergency; and
  - (d) explains how central government may support CDEM Groups in their management of states of local civil defence emergencies; and
  - (e) becomes operative on 1 July 2006; and
  - (f) is supported by *The Guide*, which—
    - (i) augments this plan; and
    - (ii) includes additional material; and
    - (iii) is approved by the Government; and
    - (iv) is to come into force on 1 July 2006.
- (3) Nothing in this plan prevents the national support of local emergency management, and the co-ordination of that support, in local emergencies or other events.

## 1.8. National civil defence emergency management arrangements

### Civil defence emergency

A civil defence emergency is any emergency managed under the CDEM Act<sup>1</sup>.

The CDEM Act defines “emergency” as a situation that:

- (a) *is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and*
- (b) *causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and*

<sup>1</sup> Civil Defence Emergency Management Act 2002

*(c) cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the Act.*

In other words, a civil defence emergency is any emergency managed under the CDEM Act with adverse impacts on the community irrespective of cause.

The term “civil defence emergency”, in the context of the National CDEM Plan, is used to distinguish between those emergencies that are managed nationally by the Ministry of Civil Defence & Emergency Management from those that are managed nationally by other lead agencies (see s.6 of the CDEM Act and definition of lead and support agencies in Section 1.8.2 below).

The Director of CDEM may use the provisions of the CDEM Act, the National CDEM Plan, and the Guide to the National CDEM Plan to manage a civil defence emergency, or to support another lead agency to manage any other emergency, whatever the cause.

### **1.8.1. National Civil Defence Emergency Management Strategy**

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

The National CDEM Plan and Guide are two mechanisms that contribute to the goals of the National CDEM Strategy. Other mechanisms exist both within MCDEM, and across central and local agencies<sup>2</sup>.

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

The relationships between the National CDEM Strategy, the National CDEM Plan, CDEM Group plans, the emergency plans of other agencies, and other reduction mechanisms at the national and local level are illustrated in **Figure 1.1**

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<sup>2</sup> For example, mechanisms within MCDEM include the National Exercise Programme, the National Hazardscape project, Public Education project, and CDEM support for pandemic planning.





**Figure 1.1:** Relationship of the National CDEM Plan to the CDEM Act, National CDEM Strategy, CDEM Group plans, and other agencies' operational plans. Readiness, response and recovery planning and activities also link to more broadly based risk reduction policies and programmes at the national and local levels.

## 1.8.2. National Civil Defence Emergency Management Plan Order (2005)

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

The National CDEM Plan is based on the principles that:

- ◆ reduction (see section 2, Hazards and risks), readiness (see section 13, Readiness), response (see section 18, Response) and recovery (see section 25, Recovery) arrangements are necessary to address hazards and risks;
- ◆ risk can remain after the application of reduction measures;
- ◆ there will be hazard events with severe consequences that will have to be managed as emergencies (see clause 9(5) of the National CDEM Plan);
- ◆ some emergencies may require national management;
- ◆ the CDEM arrangements necessary for national management of a civil defence emergency are the generic functions of the National CDEM Plan (sections 4 – 26 of the Guide).

### National management

The concept of national management in the National CDEM Plan and Guide allows for the:

- ◆ national management of functions of a civil defence emergency. This includes such functions as the national CDEM warning system, the national exercise programme, and providing government financial support;

- ◆ national support of a local state of emergency. National support of local management involves the decentralised approach required by the CDEM Act. The management is predominantly local with national support, and could involve local recovery;
- ◆ management of a state of national emergency. If a state of national emergency is declared, the National Controller co-ordinates operations<sup>3</sup>. Group Controllers will co-ordinate strategic and operational responses in their regions in line with the direction of the National Controller.

In addition, an emergency could occur where virtually all decisions are managed at the national level. No CDEM hazard or risk has currently been identified that requires this approach.

### Lead agency

National emergencies are managed by a lead agency, which may be assisted by support agencies.

A lead agency is the government department that has a statutory responsibility to manage the emergency.

For a civil defence emergency at the national level, this agency is MCDEM.

For a civil defence emergency at the local level, this agency is the CDEM Group.

Emergencies managed under arrangements other than the CDEM Act are led by agencies other than either MCDEM or the CDEM Group<sup>4</sup>.

At a national level, the lead agency operates within the whole-of-government national crisis management arrangements (section 3 of the Guide).

MCDEM, when it is the lead agency, uses the Co-ordinated Incident Management System (section 14 of the Guide) to manage a civil defence emergency<sup>5</sup>.

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

### Support agency

A support agency is any agency that assists the lead agency during an emergency.

Support agencies are determined by the consequences of the emergency.

MCDEM and CDEM Groups can use arrangements under the CDEM Act, National CDEM Plan, and/or a CDEM Group plan to support another lead agency.

As an emergency situation changes, the support agencies may change.

## 1.8.3. Integration and alignment of national and local CDEM planning

The Guide uses 'local' primarily to refer to the CDEM Group arrangements within a region or district.

A CDEM Group, supported by its constituent local authorities, emergency services, local branches of government agencies, lifeline utilities, NGOs and community groups, is the

<sup>3</sup> The National Controller operates under the authority of the Director to, among other powers, control the exercise and performance of the functions, duties and powers of CDEM Groups and Group controllers.

<sup>4</sup> Examples are counter-terrorism management by NZ Police, biosecurity management by BioSecurityNZ and pandemic influenza management by the Ministry of Health.

<sup>5</sup> Specific aspects or incidents that make up the emergency are still managed by responsible agencies having the statutory obligations and powers to do so.

primary means of delivering CDEM to communities within its area.

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

The National CDEM Plan and Guide build on Group arrangements, but do not attempt to repeat or duplicate their detail.

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

#### **1.8.4. Relationship of National CDEM Plan to agency planning**

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

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

### **1.9. Capacity and capability**

#### **8 Capacity and capability**

- (1) New Zealand has finite capacity and capability for deployment in response to, or recovery from, a state of national emergency or a civil defence emergency of national significance.
- (2) Effective response and recovery may necessitate mobilisation of all available resources.
- (3) Mobilisation of appropriate capacity is achieved through—
  - (a) the activation of government crisis management arrangements; and
  - (b) MCDEM, as lead agency, co-ordinating, controlling, and directing in accordance with its responsibilities under the Act; and
  - (c) agencies being ready to meet their obligations under the Act and this plan; and
  - (d) agencies' activation of commitments and obligations set out in this plan.
- (4) Planning for civil defence emergencies is an ongoing process and significant work programmes are being undertaken to address any issues that are identified.
- (5) MCDEM—
  - (a) is responsible for assessing resource requirements needed to manage civil defence emergencies at the national level; and
  - (b) will monitor the capacity and capability of CDEM Groups; and
  - (c) alert CDEM Groups, agencies, and the Government to any significant shortcomings in national civil defence emergency management capacity and capability.

The principles applicable to capacity and capability are as follows:

- ◆ New Zealand's overall capacity and capability is made up of combined national and local resources that, in some circumstances, may be augmented by international assistance;

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

## **1.10. Monitoring, assessing and providing capacity and capability**

### **1.10.1. National exercise programme**

The national civil defence emergency management exercise programme (see section 17, Exercise programmes) provides a mechanism by which the operational capacity and capability of agencies (such as government agencies, lifeline utilities, and non-governmental organisations) and CDEM Groups can be assessed. Other mechanisms such as debriefs and reviews also contribute to this understanding.

Central and local government both have roles in terms of providing capacity and capability. Certain situations are clearly the responsibility of central government, while others involve central government working with local government. The exact boundaries are a reflection of scale and scope and may develop over time.

The national exercise programme promotes co-ordination, participation, and a consistent and systematic approach to CDEM exercising. It covers operational exercises between CDEM Groups, and between CDEM Groups and the National Crisis Management Centre (NCMC).

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

- ◆ What are the capacities and capabilities required and available to manage the event?
- ◆ How may the allocation of resources vary over different phases of the event?
- ◆ Can issues of capacity and capability be managed and communicated across all stakeholders?
- ◆ What risks or gaps exist concerning capacity or capability<sup>6</sup>?

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<sup>6</sup> For example, that the same resource is required by different agencies leading to a shortfall on the day.

### 1.10.2. Reporting

At appropriate points<sup>7</sup>, reports should be prepared for the Director of CDEM, that comment on:

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

Upon receipt of the report, the Director of CDEM:

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

Reports should be generated as a result of:

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

#### Key performance indicators

Key performance indicators for assessing capacity and capability are that:

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

The testing and exercising of the plans and the implementation of lessons identified provides for continuous improvement.

### 1.10.3. Stock-take

While the current National CDEM Plan is in effect, MCDEM will undertake a stock-take of the resources available for national management of a civil defence emergency, along with an assessment of critical resource gaps. This stock-take does not form part of the operational arrangements in this Guide.

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<sup>7</sup> For example, on completion of an operational exercise.

## 1.11. References and links

### Other documents

- ◆ The National Civil Defence Emergency Management Act 2002.
- ◆ Ministry of Civil Defence & Emergency Management (2004): Resilient New Zealand: Aotearoa Manahau: National Civil Defence Emergency Management Strategy 2003–2006; ISBN 0–478–25461–X ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).<sup>8</sup>

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<sup>8</sup> The National CDEM Strategy 2003-2006 has been reviewed and a revised National CDEM Strategy is being developed. It is expected that the revised National CDEM Strategy will be released in early 2008.

## 2. Hazards and risks

### Summary

The hazards and risks to be managed under the Civil Defence Emergency Management Act 2002 (CDEM Act) and the National CDEM Plan include anything that may result in a civil defence emergency.

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

The section contents are:

2.1.	Hazards and risks to be managed at national level.....	1
2.2.	National hazard risk assessment.....	2
2.3.	Risk Reduction .....	3
2.4.	National consequences to manage .....	4
2.5.	References and links .....	4

### 2.1. Hazards and risks to be managed at national level

#### *Part 3*

#### *Hazards and risks*

#### **9 Hazards and risks to be managed at national level**

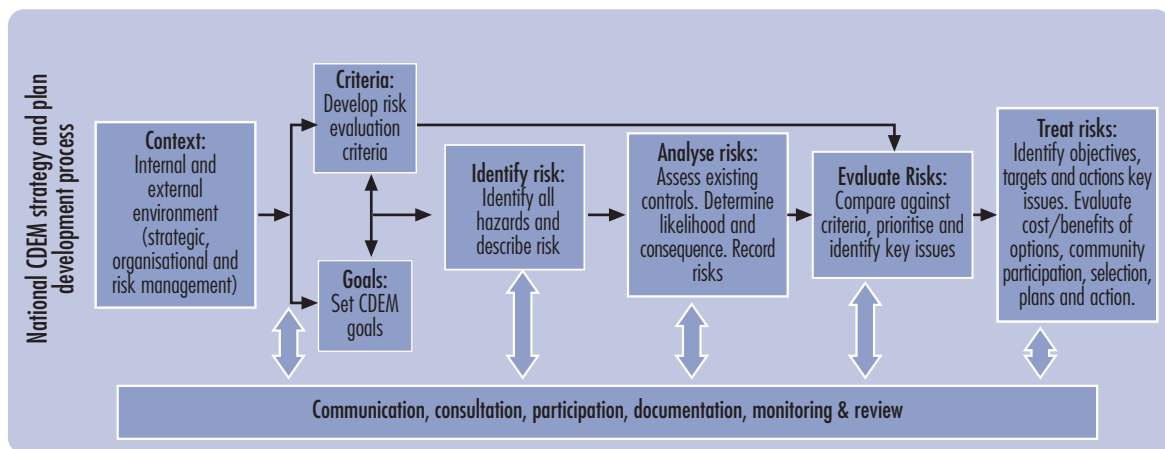
- (1) This part states and provides for the hazards and risks to be managed at the national level and this plan identifies the civil defence emergency management necessary at the national level to manage them.
- (2) An emergency occurs when the safety of the public or property is endangered and a significant and co-ordinated response under the Act is required. The emergencies covered by this plan include those traditionally managed by civil defence arrangements and those indicated through the CDEM Group planning processes.
- (3) Examples of emergencies include—
  - (a) natural disasters such as flood, storm, cyclone, snowstorm, earthquake, volcanic, geothermal incident, tsunami, landslide, and lahar; and
  - (b) non-natural events such as lifeline utility failure.
- (4) An emergency may be local or national in its effect. National civil defence emergency management may be necessary to manage the consequences of hazards and risks if these result in either a state of national emergency or a civil defence emergency of national significance. The latter includes, without limitation, any case where the Minister considers that—
  - (a) there is widespread public concern or interest; or
  - (b) there is likely to be significant use of resources; or
  - (c) it is likely that the area of more than one CDEM Group will be affected; or
  - (d) it affects or is likely to affect or is relevant to New Zealand's international obligations; or
  - (e) it involves or is likely to involve technology, processes, or methods that are new to New Zealand; or

- (f) it results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).
- (5) The consequences of hazards and risks to be managed can include those relevant to human, economic, social, infrastructure, and geographic factors.
- (6) A range of agencies other than MCDEM may take the lead in an emergency. Indicative examples include the Ministry of Agriculture and Forestry (biosecurity), the Ministry of Health (pandemic), and the New Zealand Police (counter-terrorism). Aspects of such emergencies can be managed under the Act and using parts of this plan. In these cases, the responsibilities of the lead agency are in no way diminished even though a state of local or national emergency is declared under the Act to support that lead agency.
- (7) Civil defence emergency management arrangements may be activated to support lead agencies if these arrangements are included in those agencies' plans.

For more information on New Zealand's hazards see the National Hazardscape Report (2007) published by the Officials' Committee for Domestic and External Security Coordination, Department of the Prime Minister and Cabinet.

## 2.2. National hazard risk assessment

Consequences associated with emergencies are addressed within the CDEM activities of reduction, readiness, response and recovery (the 4Rs). Determining the measures to take across the 4Rs is part of the risk treatment stage of the risk management process (see **Figure 2.1**).



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

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

The application of a risk management process at the national level extends beyond the National CDEM Plan arrangements, to include risk reduction across central<sup>1</sup> and local government, businesses and individuals.

As part of the comprehensive approach to civil defence emergency management, all hazards and risks are to be considered. For national CDEM planning this involves

<sup>1</sup> For example, government develops and updates national building standards to address earthquake risk. On a case-by-case basis it may also assist with localised risk reduction, such as the Ruapehu lahar risk and the Waiho River flood risk in Westland.



information from many sources including:

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

When preparing their plans, CDEM Groups identify hazards and risks whose management may require the support of other CDEM groups and/or national agencies.

The following criteria are used to evaluate whether a risk associated with any hazard requires management under the national CDEM Plan:

**Table 1.1 Hazard and risk evaluation criteria**

<b>Category</b>	<b>Notes</b>
CDEM Group planning for local emergencies identifies a hazard or consequence requiring management at the national level.	National planning is necessary for additional resources and/or higher levels of co-ordination.
Consequences of emergencies are likely to be of national significance.	Identified in accordance with the Director of CDEM's function under S.8(2)(b) of the CDEM Act.
Where hazards and risks are already managed at the national level and require CDEM involvement.	The lead agency seeks the support of CDEM arrangements to address one or more consequences.

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

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

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

Continuing development of national hazard risk assessment will contribute to growing understanding and knowledge. This will be utilised by the review of the National CDEM Plan in two years time.

## **2.3. Risk Reduction**

The primary impact of hazards is regional, so a strong local emphasis on the reduction of hazards and risks is necessary. National agencies identify and address national reduction initiatives<sup>2</sup>. Lifeline utilities proactively address reduction issues through their own actions and through regional lifeline engineering projects which address inter-dependencies such as for regional water supply systems.

In addition to reduction initiatives, the consequences of the remaining risks are managed

<sup>2</sup> For example, the impacts of a major earthquake will be felt on local buildings and structures with consequent effects on the community, whereas a national arrangement (EQC) provides a disaster fund to assist in residential recovery.

through readiness, response, and recovery planning<sup>3</sup>. The National CDEM Plan and Guide cover the CDEM planning at the national level.

## 2.4. National consequences to manage

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

- ◆ human impact (numbers of displaced, injured or dead);
- ◆ economic impact (short term and long term, direct and indirect across all economic activity);
- ◆ social impact (immediate and long-term disruption/impacts to normal social functioning of a community/society);
- ◆ infrastructure impact (on key buildings, structures and utilities for private, public and commercial use);
- ◆ geographic impact (the environment, geography/topography and natural resources).

Each consequence results in needs that are to be managed and addressed through operational planning<sup>4</sup>. Operational planning includes defining and grouping agency roles and responsibilities, and developing procedures for common functions irrespective of the cause of the emergency.

## 2.5. References and links

### Other sections of the Guide

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

### Other documents

- ◆ 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](http://www.civildefence.govt.nz)).
- ◆ AS/NZS 4360:2004
- ◆ CDEM Group plans

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<sup>3</sup> 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.

<sup>4</sup> For example, one consequence could be the mass dislocation of people as a result of either a terrorist act or a volcanic eruption. In either case, this consequence requires generic planning for the functions of mass evacuation, providing temporary accommodation, public information, victim registration and inquiry systems, and welfare support.

# 3. Statutory basis for national management of an emergency

## Summary

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

The section contents are:

- 3.1. Government crisis management arrangements ..... 1
- 3.2. Minister’s power ..... 3
- 3.3. Other emergency situations..... 3
- 3.4. System of domestic and external security co-ordination (DESC) ..... 4
- 3.5. Ministry of Civil Defence & Emergency Management (MCDEM) ..... 4
- 3.6. Other agencies ..... 5
- 3.7. Director of Civil Defence Emergency Management..... 5
- 3.8. National Controller ..... 6

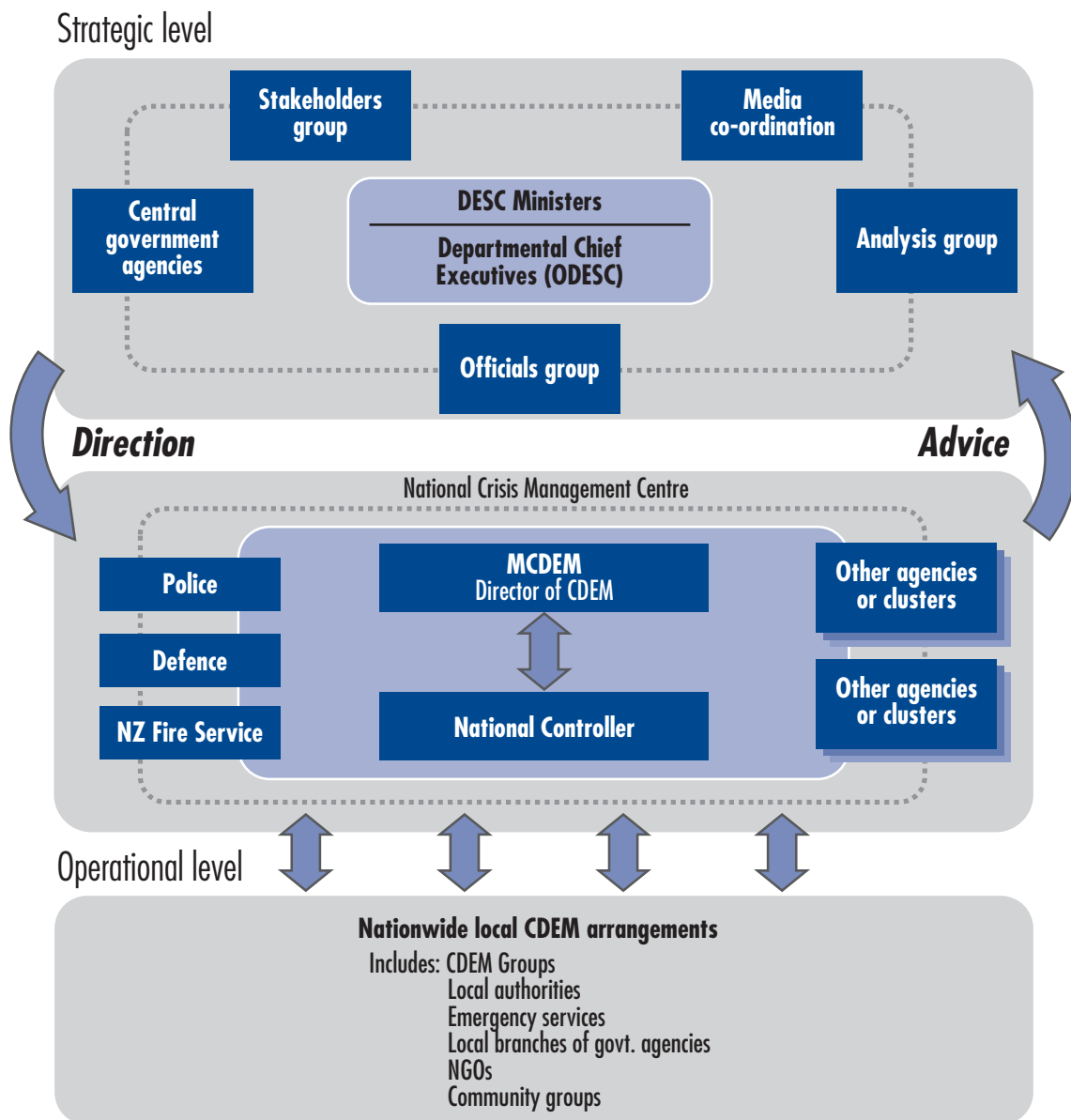
### 3.1. Government crisis management arrangements

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

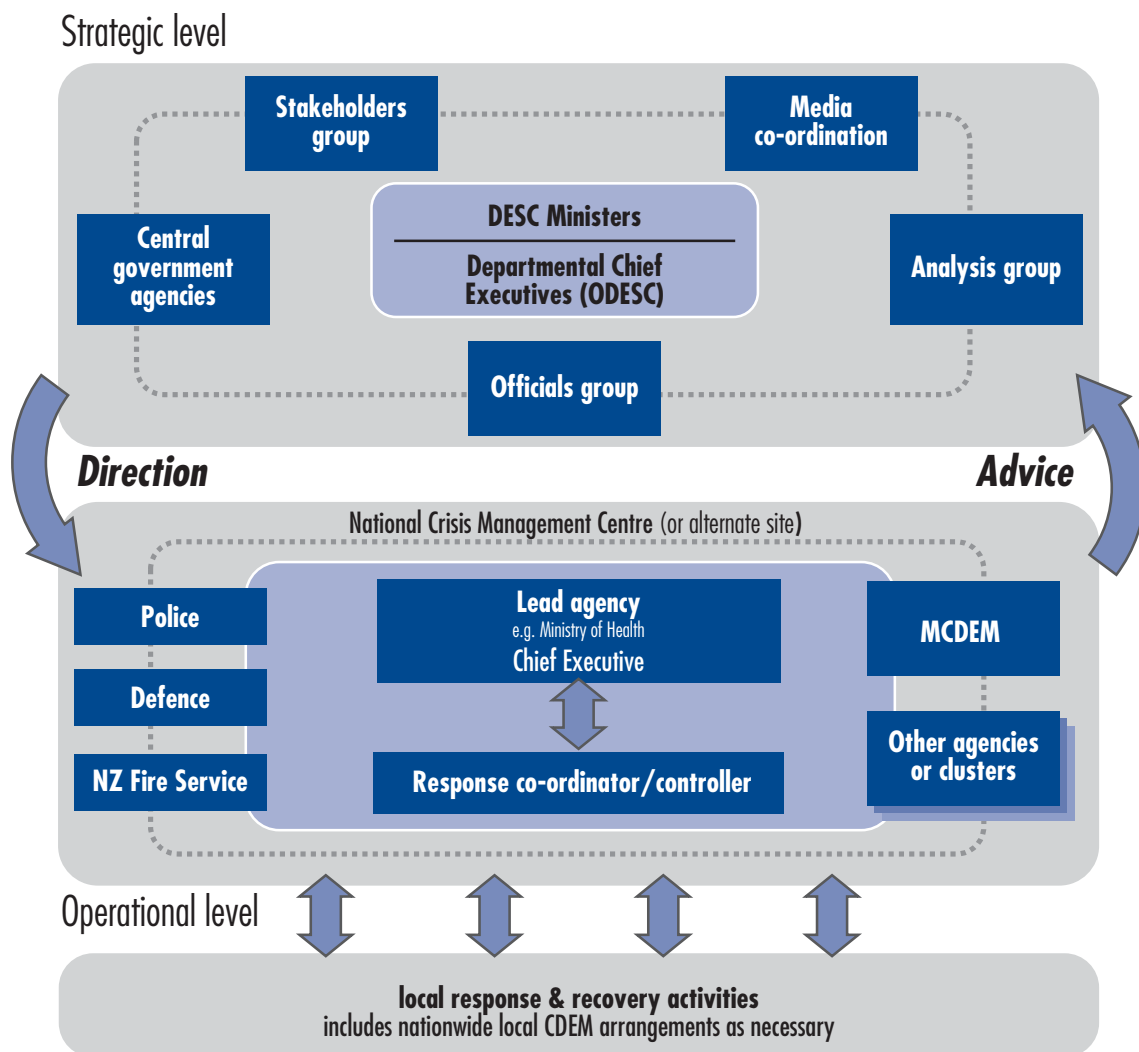
**Figure 3.1** sets out the arrangements for a civil defence emergency. **Figure 3.2** sets out generic arrangements for an event managed by another government agency. The latter arrangements demonstrate how MCDEM may support the lead agency by co-ordinating local CDEM response and recovery activities.

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

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



**Figure 3.1:** National crisis management model in an emergency for which MCDEM is the national lead agency at the operational level.



**Figure 3.2:** National crisis management model in a crisis or emergency for which a government department other than MCDEM is the national lead agency at the operational level.

### 3.2. Minister's power

*Part 4*  
*Statutory basis for managing national emergencies*

**10 Minister's power**

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

### 3.3. Other emergency situations

**11 Other emergency situations**

- (1) In some circumstances, agencies may manage emergencies using this plan in combination with their own emergency management plans.

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

### 3.4. System of domestic and external security co-ordination (DESC)

#### *Government crisis management arrangements*

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

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

### 3.5. Ministry of Civil Defence & Emergency Management (MCDEM)

#### **13 Ministry of Civil Defence and Emergency Management (MCDEM)**

- (1) MCDEM is the agency in central government that co-ordinates the civil defence emergency management necessary during states of national emergency or civil defence emergencies of national significance.
- (2) At the operational level for civil defence emergency management events, MCDEM—
  - (a) monitors and assesses the impact at the site of the event; and

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

### 3.6. Other agencies

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

### 3.7. Director of Civil Defence Emergency Management

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

### 3.8. National Controller

#### 16 National Controller

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



# 4. General roles and responsibilities

## Summary

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

The section contents are:

4.1.	Maintaining government .....	1
4.2.	General responsibilities .....	1
4.2.1.	Local authorities .....	2
4.2.2.	Emergency services .....	2
4.2.3.	Departments.....	2
4.2.4.	Lifeline utilities.....	2
4.2.5.	Non-governmental organisations.....	2
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4.3.1.	Categories of CDEM volunteers.....	3
4.3.2.	Responsibility of CDEM organisations in relation to volunteers .....	3
4.4.	References and links .....	4
Annex 4.A.	Specific roles and responsibilities .....	5

## 4.1. Maintaining government

*Part 5*  
*Roles and responsibilities of various organisations*  
*General*

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

## 4.2. General responsibilities

**18 General responsibilities**

- (1) The Act puts responsibilities on specified agencies. These responsibilities include, at times of emergency, being able to—
  - (a) function to the fullest possible extent even though this may be at a reduced level; and
  - (b) respond to the emergency as required.
- (2) The Act requires all government agencies, local authorities, emergency services, and lifeline utilities to—
  - (a) plan for functioning during and after an emergency; and
  - (b) be capable of continuing to function to the fullest extent possible (albeit at a reduced level).
- (3) All agencies are expected to develop, review, and improve their emergency plans. Respective emergency-related roles may be detailed in *The Guide*.

- (4) Agencies may have obligations under their own legislation to deal with hazards and consequences. The Act and this plan do not affect these obligations.
- (5) Non-governmental organisations do not have specific responsibilities under the Act but this plan acknowledges their importance in a civil defence emergency. The principal mechanism for the national co-ordination of non-governmental organisations with other agencies in response and recovery is via the NWRCCG or through other relevant clusters.

#### **4.2.1. Local authorities**

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

Local authorities have specific requirements under the CDEM Act and other legislation, including forming and maintaining CDEM Groups. A summary of the structure and operation of CDEM Groups is contained in section 5 of the Guide.

#### **4.2.2. Emergency services**

Emergency services with responsibilities under section 63 of the CDEM Act and other legislation are described in section 6 of the Guide.

#### **4.2.3. Departments**

Departments with obligations under section 58 of the CDEM Act are defined by the State Sector Act 1988.

#### **4.2.4. Lifeline utilities**

Lifeline utilities with responsibilities under section 60 of the CDEM Act are covered in clauses 33, 34 and 35 of the National CDEM Plan and schedule 1 of the CDEM Act (see also Section 10 of the Guide).

#### **4.2.5. Non-governmental organisations**

Non-governmental organisations (NGOs) are a vital component in the national and local response to, and recovery from, emergencies. While their role is acknowledged and valued, they cannot be identified as lead agencies for specific functions at the national level due to variations in mandate, funding, scope and geographic spread. All functions specified within the Guide are led by a government agency at the national level and supported, where appropriate, by NGOs.

#### **4.2.6. Other organisations**

Other organisations have committed to performing specific roles in civil defence emergencies or in support of CDEM. These arrangements are described in Annex 4.A. Specific roles and responsibilities.

### **4.3. Volunteers**

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

### 4.3.1. Categories of CDEM volunteers

Established volunteers are:

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

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

Spontaneous volunteers are:

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

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

### 4.3.2. Responsibility of CDEM organisations in relation to volunteers

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

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

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

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

The CDEM Act addresses compensation and protection from liability (s107-110). These provisions apply to volunteers (and any other persons) who carry out CDEM under the direction of the Director or a Controller or Recovery Co-ordinator<sup>1</sup>.

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

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

- ◆ the Employment Relations Act 2000;
- ◆ the Human Rights Act 1993;

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

- ◆ the Privacy Act 1993; and
- ◆ the Injury Prevention, Rehabilitation and Compensation Act 2001.

More information on the management of volunteers is available on the MCDEM website ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).

## 4.4. References and links

### Other sections of the Guide

- ◆ Section 5, Civil Defence Emergency Management Groups
- ◆ Section 6, Emergency services
- ◆ Section 10, Lifeline utilities

### Other documents

- ◆ Agencies that have committed to additional roles and responsibilities in support of CDEM are summarised in Annex 4.A, and are on the MCDEM website ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).
- ◆ Ministry of Civil Defence & Emergency Management (2006) Spontaneous Volunteer Management Planning: Civil Defence Emergency Management Best Practice Guide [BPG3/06]; ISBN 0-478-25473-3 ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).

## **Annex 4.A. Specific roles and responsibilities**

The following material is provided by specific agencies as a statement of commitment to assist in CDEM. These are voluntary commitments to national CDEM arrangements.

### **Amateur Radio Emergency Communications (AREC)**

#### ***Function***

AREC is a national organisation of volunteers with a structure allowing professional radio communications representation, planning, management and operational assistance at national, regional and local levels.

#### ***Detail of function***

Able to assist with communications, planning, management and operational aspects. Provision of alternative supplementary radio communications systems.

### **GNS Science**

#### ***Function***

Provision of specific science advice.

#### ***Detail of function***

The details of this role are currently under discussion with MCDEM with a view to agreeing on a memorandum of understanding (MOU). The outputs from the Earthquake Commission (EQC) funded GeoNet project will underpin this MOU.

### **Institute of Professional Engineers (IPENZ)**

#### ***Function***

Maintenance of a register of engineers to assist in civil defence emergencies.

#### ***Detail of function***

The IPENZ register identifies professional engineers who can assist in the event of a state of national emergency or an emergency of national significance.

### **Insurance Council of New Zealand (ICNZ)**

#### ***Function***

Provision of consistent insurance-related emergency information to the insurance sector, local authorities and the insured. Co-ordination with the insurance sector, the Earthquake Commission and local authorities.

#### ***Detail of function***

During a state of national emergency or an emergency of national significance, the Insurance Council can:

- ◆ gather information on the nature and severity of the emergency event from CDEM and act as a conduit for this information to all member insurers;
- ◆ provide information through the media to affected property owners on what to do;
- ◆ facilitate co-ordination between insurers, the local authority of the affected area and the EQC to aid recovery;
- ◆ provide local authorities with technical advice on insurance issues during recovery.

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

## **Land Transport NZ**

### *Function*

Provision of advice on land transport issues.

### *Detail of function*

The enforcement of traffic regulation is, generally carried out by other agencies such as the Police, but further support can be provided by Land Transport NZ.

LTNZ's role in a state of national emergency or an emergency of national significance is to:

- ◆ assist with the provision of permits for the road transport of oversize loads;
- ◆ advise on and/or support special funding for roading in (or following) emergencies;
- ◆ provide advice on general road and rail transport issues, including the movement of hazardous goods and material in conjunction with owners and operators;
- ◆ manage variations to transport regulations when required by emergencies (for example, driving hours extensions);
- ◆ provide reports from the register of commercial vehicles when emergencies require finding such resources.

## **Ministry for the Environment (MfE)**

### *Function*

Provision of advice on environmental matters and the application and operation of the Resource Management Act 1991 and the Hazardous Substances and New Organisms Act 1996.

### *Detail of function*

MfE does not have a specific operational role in the response to a state of national emergency or an emergency of national significance, beyond provision of advice (on request) on the application of the RMA and HSNO Act, and the environmental implications of response measures.

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

MfE can support the readiness planning of other agencies by providing advice or information as required on the areas within its statutory functions, and on giving effect to the emergency response objective of protection of natural and physical resources<sup>2</sup>. MfE would also expect to have a role in national-level recovery processes for both the natural environment and the built environment.

## **Ministry of Research Science and Technology (MoRST)**

### *Function*

The use of scientific knowledge to contribute effectively to the management of natural hazards.

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<sup>2</sup> For example, the current Flood Risk Management Review is an MfE-led workstream which contributes to national emergency preparedness.

### *Detail of function*

As a policy agency, MoRST does not have a specific operational role or capability in a state of national emergency or an emergency of national significance. However, it does have a wider role to ensure that knowledge and the existing science capability base contribute effectively to the management of natural hazards.

## **New Zealand Historic Places Trust (NZHPT)**

### *Function*

Preservation of New Zealand's historic heritage.

### *Detail of function*

Many organisations will have a role in the protection of historic heritage in response to a national emergency. These organisations will include the NZHPT, local authorities, iwi, private heritage trusts and community historical societies.

The NZHPT's resources with regard to a national emergency response may include a range of NZHPT staff such as Māori heritage staff, architects, planners, archaeologists and property managers. The NZHPT may also call upon the voluntary assistance of branch committee members.

NZHPT can deploy multi-disciplinary teams<sup>3</sup> as appropriate to affected areas to offer advice and assistance. This can include such measures as conservation workshops to assist the community in any cleanup.

NZHPT acknowledges its role to provide assistance but notes that limited funding and resources restrict this. NZHPT will be working with other organisations, especially local authorities, to provide historic heritage protection during an emergency.

## **OnTrack**

### *Function*

Provision of advice and management of the operation of the national rail track system.

### *Detail of function*

Maintenance of the national rail track system.

Control of train movements on the national rail track system.

## **Statistics NZ**

### *Function*

Provision of high-level data from Statistics NZ.

### *Detail of function*

Providing high-level data to assist other agencies responding to a state of national emergency or an emergency of national significance.

## **The Meteorological Service of New Zealand (MetService)**

### *Function*

Provision of weather warnings and specified CDEM support services irrespective of states of emergency.

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<sup>3</sup> For example, staff may include Māori heritage, architects, and archaeologists.

### *Detail of function*

The MetService, under the terms of the Meteorological Service Act 1990, is designated the only authorised meteorological warning service for New Zealand. The services provided are agreed in a contract between the Minister of Transport and MetService and are freely available to CDEM organisations, local authorities and the public at large. The services for land areas of New Zealand provided by MetService include:

- ◆ severe weather warnings and watches of widespread heavy rain, heavy snow and severe gales;
- ◆ severe weather advisories warning of disruptive weather that is not likely to reach the threshold requiring a formal severe weather warning;
- ◆ road snowfall warnings for key roads in the North and South Islands;
- ◆ severe weather outlooks for the next 6 days;
- ◆ severe convection outlooks indicating the risk of localised heavy rain, hail and strong winds due to thunderstorm activity;
- ◆ warnings of heavy swells for specified coastal areas;
- ◆ advice on the likelihood of storm surges leading to the seawater inundation of specified parts of the coast.

For further information, see the MetService website ([www.metservice.co.nz](http://www.metservice.co.nz)). All the latest warnings and advisories are posted on this site immediately after issue by the forecaster.

MetService also provides a free subscriber email service for the delivery of warnings. For more information, visit MetService's web site.

In addition to meteorological warnings, MetService will:

- ◆ relay non-meteorological warning and advisory messages as required to MCDEM, e.g., messages relating to tsunamis and nuclear emissions;
- ◆ provide support relating to generally unforeseeable events of a physical or chemical nature such as volcanic ash dispersal;
- ◆ provide, on request, representation at the National Crisis Management Centre (NCMC) in order to supply briefings and advice.



# 5. Civil Defence Emergency Management Groups

## Summary

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

The section contents are:

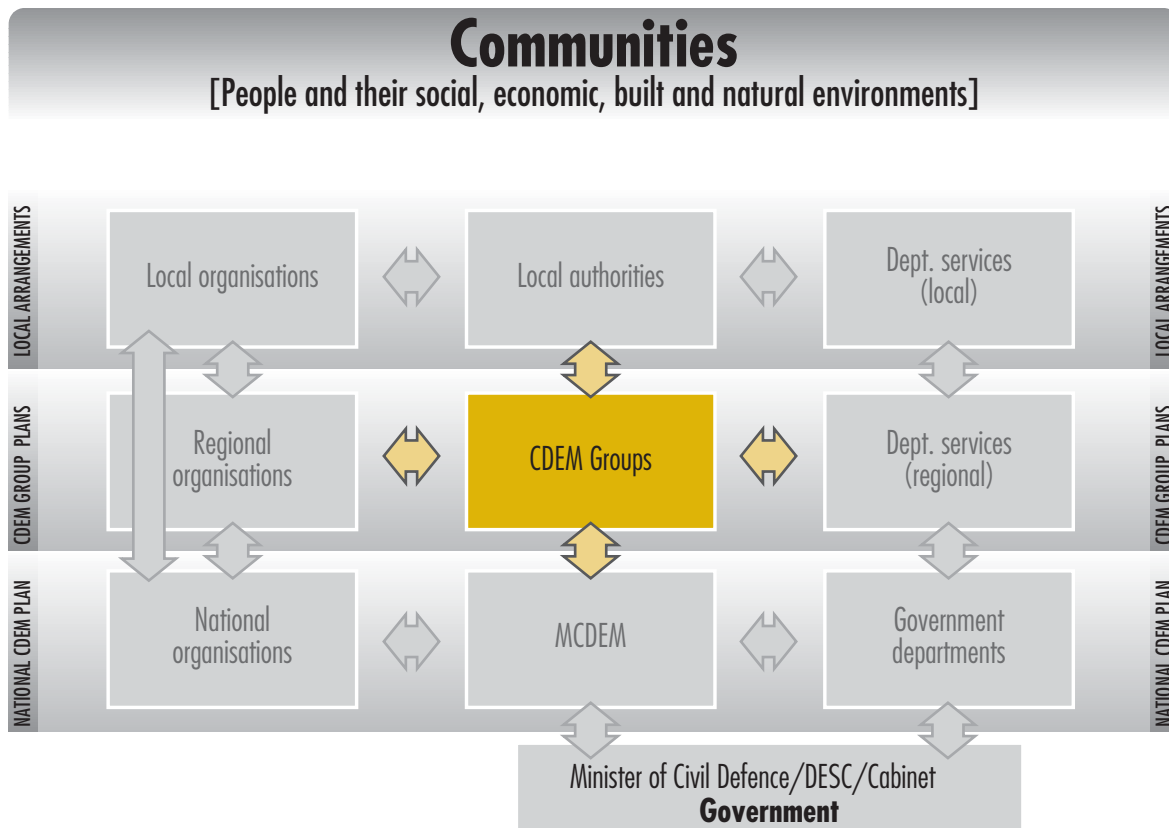
5.1.	Civil Defence Emergency Management Groups.....	1
5.2.	Reduction, readiness, response and recovery .....	4
5.3.	Operational arrangements.....	5
5.4.	References and links .....	5

## 5.1. Civil Defence Emergency Management Groups

### 19 Civil Defence Emergency Management Groups (CDEM Groups)

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

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

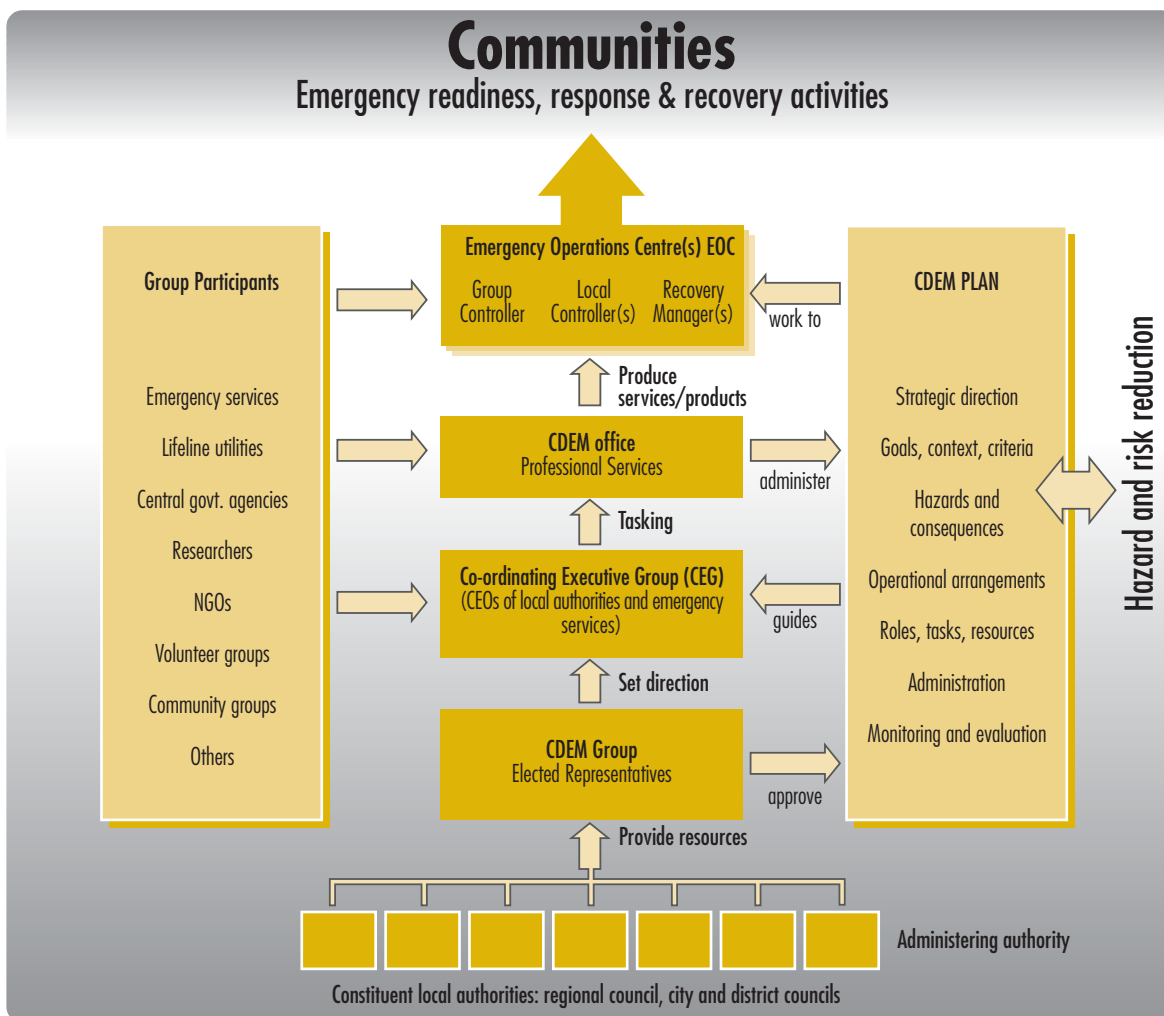


**Figure 5.1:** Key relationships of CDEM Groups and plans

Each CDEM Group is required to establish and maintain a Co-ordinating Executive Group (CEG) comprising CEOs or senior managers of the local authority members of the Group and of Police, Fire, and DHBs. In addition, CEGs are able to co-opt any other person (CDEM Act s20).

Each CDEM Group’s operational arrangements are specified in its plan, including incorporated or referenced sub-plans and standard operating procedures. CDEM Group plans can be viewed via the link at [www.civildefence.govt.nz](http://www.civildefence.govt.nz).

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



**Figure 5.2:** CDEM Group structure

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

### CDEM Group Co-operation

A CDEM Group is to assist any other Group if requested providing that it has the capacity and capability to do so (subsection 17(1)(f) of the CDEM Act).

Memorandums of understanding can be established to identify how Groups can work together and provide assistance across the 4Rs in routine and emergency situations.

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

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

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

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

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

## 5.2. Reduction, readiness, response and recovery

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

- ◆ identifying potential hazards and risks in each region;
- ◆ identifying the vulnerability characteristics of communities<sup>1</sup>;
- ◆ 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<sup>2</sup>;
- ◆ ensuring that the sharing of the multi-agency capacity and capability in a region are known, understood and pre-negotiated;
- ◆ planning by all agencies on how the multi-agency resources are to be deployed and co-ordinated in the event of an emergency.

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

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

<sup>1</sup> 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.

<sup>2</sup> For example, response teams in addition to fire service assets; or neighbourhood services, based on links with existing community agencies and enhanced with civil defence knowledge and skills.

### 5.3. Operational arrangements

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

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

A national framework of CDEM Response Teams exists, which comprises of New Zealand Response Teams (NZ-RTs) and Community Emergency Response Teams (CERTs). These are multi-skilled teams that are formed to address identified response needs. NZ-RTs are required to meet certain standards in relation to personnel, equipment and training. NZ-RTs may be deployed nationally where required and authorised by the owning organisation.

CDEM Response Teams are directed by the Group or local Controller of the affected area they are operating in.

### 5.4. References and links

#### Other sections of the Guide

- ◆ Section 13, Readiness
- ◆ Section 25, Recovery

#### 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
- ◆ Ministry of Civil Defence & Emergency Management (2002) Working Together: Developing a CDEM Group Plan: Director's guideline for CDEM groups (DGL 2/02); ISBN 0-478-25453-9
- ◆ Ministry of Civil Defence & Emergency Management (2005) Recovery Management: Director's guidelines for CDEM groups (DGL 4/05); ISBN 0-478-25465-2
- ◆ <http://www.usar.govt.nz>



# 6. Emergency services

## Summary

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

The section contents are:

- 6.1. Background ..... 1
- 6.2. Principles common to emergency services ..... 1
- 6.3. Operational arrangements ..... 2
  - 6.3.1. Emergency services ..... 2
  - 6.3.2. New Zealand Defence Force ..... 2
- 6.4. References and links ..... 3

## 6.1. Background

### *Emergency services generally*

#### **20 Background**

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

## 6.2. Principles common to emergency services

#### **21 Principles common to emergency services**

- (1) At national level each chief executive or national commander of each emergency service appoints a senior officer to liaise with the National Controller or designated staff within NCMC (these liaison officers must have authority to co-ordinate the activities of their own services).
- (2) At regional levels a senior member of each emergency service is assigned to the co-ordinating executive group of each CDEM Group.
- (3) Emergency services should use CIMS structures and processes.
- (4) The responsibility of each service for its primary functions (law and order, fire suppression, and health services) is in no way transferred or modified by the declaration of a state of emergency (staff continue to work under their service's command structures and established procedures).

- (5) When the nature or magnitude of an event is so great that it requires a significant or co-ordinated response, the emergency service or other response organisation liaises with the CDEM Group or National Controller.
- (6) When a senior member of an emergency service decides that an event has occurred or may occur that will or might require a significant or co-ordinated response, a declaration of a state of emergency for the affected area may be requested from a person authorised to declare one.
- (7) If liaison has been established for a significant or co-ordinated response or a declaration has been requested, the senior local officer of each emergency service is to notify the national manager of that service.
- (8) Emergency services are to plan for providing, and provide, welfare to their own staff who are affected by the emergency, including those operating during it.

## **6.3. Operational arrangements**

### **6.3.1. Emergency services**

#### **New Zealand Police**

Refer to section 7, Police.

#### **New Zealand Fire Service**

Refer to section 8, Fire Service.

#### **Ministry of Health**

Refer to section 9, Health services.

### **6.3.2. New Zealand Defence Force**

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

Support from the New Zealand Defence Force during an emergency is requested through the National Controller at the NCMC, via the New Zealand Defence Force liaison officer.

The New Zealand Defence Force responds to requests that are:

- ◆ objective based;
- ◆ capability based.

The New Zealand Defence Force determines what resources and equipment are to be deployed in its response to an emergency.

Resources and equipment allocation are based on the following factors:

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



## **6.4. References and links**

### **Other sections of the Guide**

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

### **Other documents**

- ◆ National Crisis Management Centre Standard Operating Procedures



# 7. Police

## Summary

The 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.

The section contents are:

7.1.	Principles of police involvement .....	1
7.2.	Role of police .....	2
7.3.	Police operations .....	2
7.3.1.	Police readiness arrangements .....	4
7.3.2.	Police response arrangements .....	4
7.4.	References and links .....	6
Annex 7.A.	Search warrant to enter premises and obtain information in urgent cases..	7

## 7.1. Principles of police involvement

### *Police*

#### **22 Principles of police involvement**

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

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

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

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

## 7.2. Role of police

### 23 Role of police

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

## 7.3. Police operations

### 24 Police operations

- (1) District commanders in each New Zealand Police district maintain business continuity plans to ensure police functions can continue to be delivered during an emergency.
- (2) District commanders in each district maintain emergency plans that provide for police action to cope with any emergency where an extensive co-ordinated response is necessary.
- (3) These plans—
  - (a) form the basis for police action in a state of emergency; and

- (b) refer to and integrate with CDEM Group plans and may also recognise local plans.
- (4) Police emergency plans also provide for—
  - (a) the achievement of early control of the scene, the co-ordination of the activities of essential services, and the facilitation of the preservation of life and the protection of property; and
  - (b) the establishment of a New Zealand Police operations headquarters; and
  - (c) the callout of sufficient personnel to meet police requirements; and
  - (d) basic procedures for dealing with the event, including alerting and liaising with other emergency services; and
  - (e) liaison at the appropriate level with other elements of the response and co-ordination team.
- (5) To provide for inter-agency co-ordination, police ensure that—
  - (a) the police national manager operations provides national co-ordination through police channels on behalf of the Commissioner of Police and arranges for resource support when required; and
  - (b) the police district commander or nominee will be the adviser to the CDEM Group controller under CDEM Group arrangements; and
  - (c) police district commanders appoint advisers to local and group civil defence controllers as required; and
  - (d) when appropriate, a police liaison officer is appointed to attend EOCs on a continuous basis; and
  - (e) police communication centres exchange situation reports with EOCs.
- (6) Additionally, police liaise with CDEM Groups through arrangements made in group plans.
- (7) For the purpose of tracing casualties, evacuees, and missing persons, the police will record details of the person inquiring and the person inquired about on an emergency reconciliation form and promptly forward a copy of the completed form to the nearest public inquiry centre. In a large-scale civil defence emergency, the New Zealand Red Cross may establish a national inquiry centre to help with the processing of inquiries.
- (8) Under the Coroners Act 1988 police are obliged to notify the coroner of any violent or unnatural death that has occurred. The coroner's role is to determine the identity of the dead person and the time, place, cause, and circumstances of death. The coroner may also make recommendations or comments that may help to reduce the occurrence of other deaths in similar circumstances. In the course of this role, the coroner may authorise a post mortem. The coroner is also required to authorise the disposal of the body.
- (9) As a general rule the police will accept overall responsibility for the recovery and identification of human remains in a state of emergency. Emergency mortuary facilities will be arranged as required. Police will liaise closely with the agencies and individuals involved because of the legal, moral, cultural, and health implications that can arise in the disposal of human remains. These agencies and individuals include the coroner, iwi authorities, health authorities, funeral directors, and the regional councils and territorial authorities that have power to undertake the emergency disposal of the dead under section 85(1)(g) of the Act.
- (10) Police civil defence emergency management operations are summarised in *The Guide*.

### 7.3.1. Police readiness arrangements

#### Police emergency plans

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

#### Civil defence emergency management plans

Each CDEM Group plan is encouraged to include a sub-plan or section dealing with law and order and incorporate the following information:

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

### 7.3.2. Police response arrangements

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

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

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

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

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

While a state of emergency under the Civil Defence Emergency Management Act 2002 (CDEM Act) is in force, the particular powers of Part 5 are available, as follows.

## **Police powers conferred by warrant issued under the Civil Defence Emergency Management 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 (section 78(2) of the CDEM Act). The prescribed form and content of the warrant are set out in section 79 of the CDEM Act. The powers conferred by the warrant are set out in sections 80 and 81 of the CDEM Act. The powers are to obtain information required urgently to prevent or limit the extent of the emergency (see section 78(2) of the CDEM Act). A warrant template is at Annex 7.A. of the Guide.

## **Powers of compulsion under the Civil Defence Emergency Management Act 2002**

The CDEM Act 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);
- (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);
- (3) totally or partially restrict public access on any road or public place (section 88 of the CDEM Act);
- (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);
- (5) requisition wide range of resources, where such action is urgently necessary for the preservation of human life (section 90 of the CDEM Act);
- (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);
- (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).

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

## **Missing persons procedures**

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

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

## **7.4. References and links**

### **Other sections of the Guide**

Section 12, Welfare

### **Other documents**

*New Zealand Police Manual of Best Practice*, Volume One, chapters on:

- ◆ Planning and Command
- ◆ Operational Headquarters
- ◆ Operation Logistics
- ◆ Emergencies
- ◆ Exotic Disease
- ◆ Disaster Victim Identification
- ◆ Perimeter Control



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

Section 78, Civil Defence Emergency Management Act 2002

To

- \*[full name], a member of the police
- or
- \*any member of the police
- or
- \*any class of members of the police

I am satisfied on oath that-

- (a) \*a state of emergency is in force in [state "New Zealand" or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]
  - or
  - \*the Director under the Civil Defence Emergency Management Act 2002 considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]
    - or
    - \*a Controller under the Civil Defence Emergency Management Act 2002 considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]
      - or
      - \*a person authorised by a Civil Defence Emergency Management Group considers that an imminent threat of an emergency exists in [state "New Zealand" or the name of the area of New Zealand, Civil Defence Emergency Management Group area, district, or ward]; and
- (b) in or on [give particulars of the premises, not being a dwelling house] there is information and-
  - (i) the information is urgently required to prevent or limit the extent of the emergency; and
  - (ii) the person in possession of the information has refused to provide the information.

\*Delete if inapplicable.

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

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

This warrant is issued subject to the following special conditions:

[set out any special conditions specified by the person issuing the warrant, if none, state "None specified"].

Issued at [place], [date].

District Court Judge



## 8. Fire service

### Summary

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

The section contents are:

8.1.	Background .....	1
8.2.	Fire Service roles .....	2
8.3.	Fire Service public information .....	2
8.4.	Operational arrangements .....	3
8.5.	References and links .....	3

### 8.1. Background

#### *Fire service*

#### **25 Background**

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

- advise on subsequent actions taken or to be taken, and liaise with the national rural fire officer.
- (6) The New Zealand Fire Service maintains business continuity plans to ensure fire service functions can continue to be delivered during an emergency.
  - (7) The fire service also works closely with CDEM Groups both in the preparation of group plans and in support of local operations.

## 8.2. Fire Service roles

### 26 Fire service roles

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

## 8.3. Fire Service public information

### 27 Fire service public information

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

## 8.4. Operational arrangements

The New Zealand Fire Service maintains a number of operational instructions detailing the internal Fire Service procedures for the management of operational Fire Service activities. Operational instructions are further supported by local Fire Service procedures and a Manual of Operations. Section H of the Manual of Operations outlines specific Fire Service responsibilities for:

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

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

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

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

In the event of an emergency necessitating the use of urban search and rescue teams (domestic and international), the New Zealand Fire Service will deploy representatives from the Urban Search and Rescue National Support Team (USAR NST) to operationally co-ordinate those activities. Members of the USAR NST will be sent to affected regions, in addition to being positioned within the NCMC and operational EOCs as appropriate. Members of the USAR NST work in conjunction with representatives from the United Nations Disaster Assessment and Co-ordination (UNDAC) team where deployed<sup>1</sup>.

## 8.5. References and links

### Other sections of the Guide

- ◆ Section 24, International assistance for New Zealand

### Other documents

- ◆ Operational instructions and local Fire Service procedures as maintained on the New Zealand Fire Service intranet
- ◆ Urban Search & Rescue, National Capability, Deployment and Co-ordination Manual (available from [www.usar.govt.nz/](http://www.usar.govt.nz/))

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<sup>1</sup> Refer to Section 24, International assistance for New Zealand for arrangements on deployment of UNDAC teams.



# 9. Health services

## Summary

The Ministry of Health and all other health services undertake the planning necessary to provide health services, including minimising the effects of infectious diseases, in the event of any emergency.

The section contents are:

9.1.	General .....	1
9.2.	Ministry of Health.....	2
9.3.	District Health Boards.....	3
9.4.	Public health .....	4
9.5.	Ambulance.....	4
9.6.	Structure of the New Zealand health and disability sector.....	5
9.7.	Strategies.....	5
9.8.	National Health Emergency Plan activation.....	6
9.9.	References and links .....	6
	Annex 9.A. Health services key terms .....	7
	Annex 9.B. National Health Emergency Plan alert codes.....	8

## 9.1. General

### *Health services*

#### **28 General**

- (1) A civil defence emergency may combine a sharp rise and variations in demand for health services with the disruption of facilities and infrastructure. There may be pressure on hospitals and other health services and facilities. Communities may experience public health problems while those who have suffered loss and disruption may require psychological support. Hospitals, medical equipment, ambulances, and the like may be damaged.
- (2) Even where the hazard does not directly affect health or health infrastructure, disruption to other services like roads, power, or water can have serious consequences. If staff cannot get to work or utilities fail, facilities and services may have to be reduced or relocated, or stopped altogether. This can endanger community health and safety.
- (3) The health sector has specific functions in civil defence emergencies, among them—
  - (a) co-ordinating a national, regional, and local health service response to emergencies; and
  - (b) disseminating health warning messages; and
  - (c) supporting police in their obligations relating to the dead; and
  - (d) supporting welfare activity; and
  - (e) supporting CDEM Groups.
- (4) Without limiting their overall responsibilities, health providers must, as appropriate,—
  - (a) identify risks and hazards; and
  - (b) ensure that all obligations for response capability and actual response are met; and
  - (c) monitor staff awareness, staff training, and readiness of resources; and

- (d) ensure that there is an efficient system for rapidly notifying or calling up staff in an emergency; and
  - (e) ensure that in an emergency there is access to essential supplies; and
  - (f) participate in co-ordinated planning, training, exercising, and response arrangements with complementary or neighbouring providers and other lead agencies; and
  - (g) participate in an alternative communications network that links principal healthcare facilities with civil defence organisations; and
  - (h) liaise with the appropriate controllers and co-ordinators in an emergency; and
  - (i) report to their funders on request about readiness for or response to an emergency; and
  - (j) maintain current business continuity plans.
- (5) The Director-General of Health, on behalf of the Minister of Health, has overall responsibility for health matters in all phases of emergency management. The health sector (including ambulance services) will plan to meet the purpose of the Act by—
- (a) reducing the consequences of emergencies on facilities, services, and supplies; and
  - (b) continuing the care of existing patients and providing normal services to the fullest possible extent; and
  - (c) mobilising or reassigning resources to reflect fluctuations and variations in demand; and
  - (d) planning for health service delivery from alternative facilities and the use of alternative sources of supply; and
  - (e) giving training in emergency roles and responsibilities to the providers of health services; and
  - (f) providing for the care and welfare of providers of health services during and after an emergency; and
  - (g) co-operating with other agencies during an emergency, through the use of alternative methods of communication if necessary; and
  - (h) supporting national and CDEM Group responses, including representing, as required, health matters at NCMC, and at CDEM Group EOCs and (where resources permit) at other local civil defence organisations.
- (6) The arrangements may include plans, contracts, or agreements that outline the conditions governing the use of staff or equipment to meet an urgent need.

## 9.2. Ministry of Health

### 29 Ministry of Health

- (1) The responsibilities of the Ministry of Health include policy development and national planning. These include planning for a health-related emergency through the National Health Emergency Plan.
- (2) The Ministry of Health—
  - (a) is responsible for initiating and co-ordinating any national emergency response from the health sector; and
  - (b) monitors various functions relating to health and disability including emergency planning and response (monitoring will be done by various means, including the district annual planning process and certification audits carried out by designated audit agencies); and



- (c) develops memoranda of understanding and other agreements or guidelines with various government agencies (these include interventions in a national health-related emergency); and
  - (d) is charged with ensuring that New Zealand meets its international obligations and complies with international health regulations.
- (3) The Director-General of Health will co-ordinate the preparation or provision of emergency health services that require integration at the national level. Without limiting his or her overall responsibilities, the Director-General will—
- (a) through funding and monitoring arrangements, ensure that all funding parties, including DHBs, are aware of and comply with their responsibilities in all phases of emergency management; and
  - (b) negotiate limits to the financial risks faced by funders and health providers; and
  - (c) prepare or update national guidelines on specialised health matters as he or she deems appropriate; and
  - (d) identify national and international health resources and establish a means of rapid contact with and mobilisation of those resources when required; and
  - (e) prepare a business continuity plan for the Ministry of Health.
- (4) For public health services, the Director-General will ensure that—
- (a) the scope of, nature of, and responses to public health risks in emergencies are analysed at the national level; and
  - (b) advice is given to help the analysis of risks; and
  - (c) specifications and guidelines for emergencies are prepared as required and complied with.

### 9.3. District Health Boards

- 30 District Health Boards (DHBs)**
- (1) Every DHB is required to develop and maintain a plan for significant incidents and emergencies.
  - (2) The DHB plans identify how services will be delivered in a civil defence or related emergency, and acknowledge the role of DHBs as both funders and providers of health services.
  - (3) DHBs must—
    - (a) ensure that all their plans provide adequately for—
      - (i) public, primary, secondary, tertiary, mental, and disability health services; and
      - (ii) an integrated regional and national response; and
      - (iii) co-ordination with plans of other agencies (for example, ambulance, civil defence, fire services, and police); and
      - (iv) use of the CIMS; and
    - (b) contribute to the development, implementation, and revision of regional plans for health emergencies; and
    - (c) contribute to the development, implementation, and revision of Ministry of Health national plans; and
    - (d) respond to a regional or national health emergency, or to the threat of one; and
    - (e) when necessary, liaise with the CDEM Group or local EOC in a significant emergency; and

- (f) ensure that new service agreements contain contractual commitments from providers for an appropriate plan in relation to the services they provide; and
- (g) require health providers to have plans and resources in place to ensure they can respond to emergencies in an integrated and effective manner; and
- (h) ensure that hospitals and health services are ready to function to the fullest possible extent during and after an emergency by ensuring—
  - (i) the provision of continuity of care for existing patients, the management of increased demand for services, and assistance with the recovery of services; and
  - (ii) the preparation of an incident and emergency management plan that is integrated locally and regionally, and is aligned with the plans of the other emergency services and the regional group plan; and
  - (iii) their own planning and responses are integrated with public health planning and responses.

## 9.4. Public health

### 31 Public health

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

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

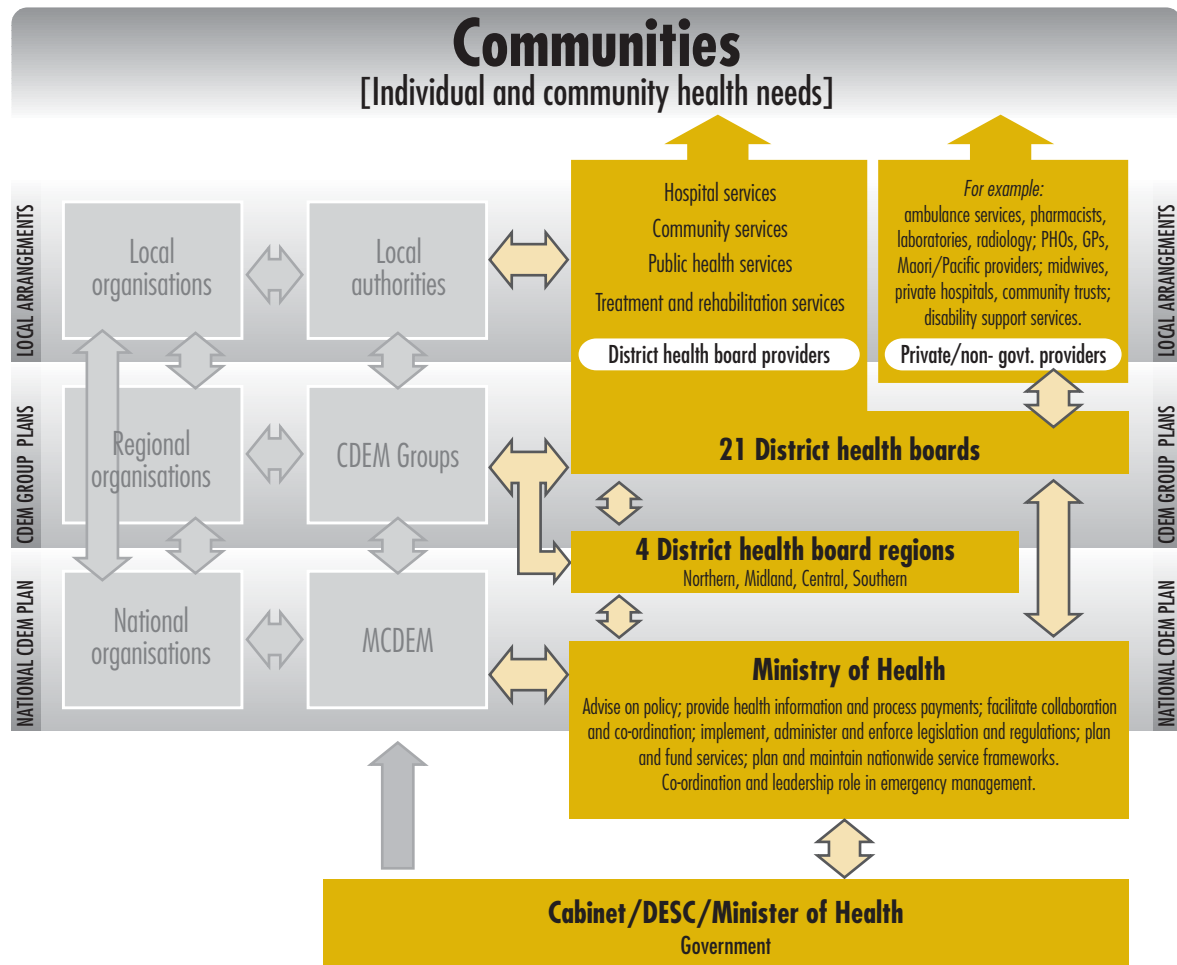
## 9.5. Ambulance

### 32 Ambulance

Ambulance providers are required to—

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

## 9.6. Structure of the New Zealand health and disability sector



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

District health boards (DHBs) are responsible for providing, or funding the provision of, health and disability services in their districts.

DHBs are supported by the Ministry of Health, which monitors the performance of agencies and provides national policy advice, regulation and funding.

## 9.7. Strategies

The activities of district health boards are guided by two overarching strategies for the health and disability sector, the New Zealand Health Strategy and the New Zealand Disability Strategy.

The way primary health care is delivered to New Zealanders is covered in the Primary Health Care Strategy. A key part of the strategy is the creation of primary health organisations (PHOs).

## 9.8. National Health Emergency Plan activation

The health sector uses health alert codes to manage any emergency with health impacts. The initial phase of the plan's activation begins when the Ministry of Health learns, or is advised of, a potential national health-related emergency. The Ministry of Health, on the basis of overseas and domestic information, intelligence and technical advice, will instigate subsequent phases of activation and/or stand-down.

Ministry of Health and DHB activation or stand down actions for each alert code are shown in Annex 9.B.

## 9.9. References and links

### Other documents

- ◆ National Health Emergency Plan: Infectious Diseases ([www.moh.govt.nz/nhep](http://www.moh.govt.nz/nhep))
- ◆ New Zealand Influenza Pandemic Action Plan (update to National Health Emergency Plan: Infectious Diseases, Appendix III) ([www.moh.govt.nz/pandemic](http://www.moh.govt.nz/pandemic))
- ◆ Health Act 1956
- ◆ Health (Infectious and Notifiable Diseases) Regulations 1966
- ◆ New Zealand Public Health and Disability Act 2000
- ◆ International Health Regulations 2005
- ◆ Ministry of Health: [www.moh.govt.nz](http://www.moh.govt.nz)
- ◆ National Health Emergency Plan: [www.moh.govt.nz/nhep](http://www.moh.govt.nz/nhep)
- ◆ Pandemic Preparedness: [www.moh.govt.nz/pandemicinfluenza](http://www.moh.govt.nz/pandemicinfluenza)
- ◆ World Health Organisation: [www.who.int/](http://www.who.int/)

## **Annex 9.A. Health services key terms**

### **District health boards**

DHBs are funders and providers of publicly funded services for the population of specific geographical areas in New Zealand. For the purposes of regional response co-ordination under the National Health Emergency Plan, the DHBs are grouped into four separate regions: Northern (Northland, Auckland, Waitemata and Counties–Manukau); Midland (Waikato, Bay of Plenty, Lakes, Tairāwhiti and Taranaki); Central (Whanganui, Hawkes Bay, MidCentral, Wairarapa, Hutt Valley, Capital & Coast); and Southern (Nelson–Marlborough, West Coast, Canterbury, South Canterbury, Otago, Southland).

### **Provider arm services**

Public services provided by DHB health service providers, such as hospitals and district nursing services.

### **Secondary/tertiary health care**

The levels of care provided in a hospital.

### **Primary care**

Care/services provided by general practitioners, nurses, pharmacists, dentists, ambulance services, midwives and others in the community setting.

### **Primary health organisations**

A grouping of primary health care providers; local structures through which DHBs implement the Primary Health Care Strategy.

### **Public health services**

Provides health services to populations rather than individuals. There are 12 public health services providing environmental health, communicable disease control and health promotion programmes. Each public health service is administered by a public health unit, staffed by medical officers of health, public health nurses, health protection officers and others.

### **Epidemic**

A disease affecting or tending to affect an atypically large number of individuals within a population, community or region at the same time.

### **Pandemic**

An epidemic (a sudden outbreak) that becomes very widespread and affects a whole region, a continent or the world.

### **National Health Emergency Plan: Infectious Diseases**

Provides guidance for the New Zealand health sector response to an epidemic or pandemic. Specifically for the response by primary, secondary and tertiary care; outlines roles and responsibilities of health sector agencies in a national health-related emergency.

## Annex 9.B. National Health Emergency Plan alert codes

National Health Emergency Plan – alert codes illustrated by infectious disease examples.

Alert code	Example	Ministry of Health actions	DHB actions
<b>White</b> Information/ advisory only	confirmation of an infectious disease-related emergency outside New Zealand	advise CEOs of all 21 DHBs; 21 DHB 'single points of contact'; and public health managers of emerging situation and potential developments  provide media and public information and advice  provide case definitions and other clinical and public health advice on control, where possible	advise all relevant staff, services and service providers  notify clinical and public health staff of case definitions, clinical advice, and control measures  review clinical emergency plans
<b>Yellow</b> Standby	possible infectious disease-related emergency in New Zealand – imported cases without local transmission	activate the Ministry's co-ordinated incident management system (CIMS) structure  identify national co-ordinator and national co-ordination team members  identify and activate national technical advisory group  contact all 21 DHBs, via DH*B single points of contact and advise of situation and national emergency control contact number(s)  manage liaison and communications with other government agencies	prepare to activate DHB CIMS structure  prepare to activate regional co-ordination teams  advise and prepare all staff, services and service providers  manage own DHB clinical response and public health response if impacted by emergency
<b>Red</b> Activation	infectious disease-related emergency in New Zealand – many imported cases and/or local transmission, outbreak or epidemic	inform all DHBs, via single points of contact  direct activation of the four regional co-ordination teams  co-ordinate response at national level through the four regional co-ordination teams	activate DHB CIMS structure  activate regional co-ordination teams  advise of regional emergency control contact number(s)  manage own DHB response, as required under regional co-ordination arrangements
<b>Green</b> Stand down	end of outbreak, epidemic or emergency – services returning to normal	moving from red to green – inform all regional co-ordinators  moving from yellow to green – inform all DHB single points of contact  advise media and public  deactivate Ministry CIMS structure  resume normal functions  Post stand down: Design and implement evaluation and review of emergency response.	deactivate regional co-ordination teams (where activated)  deactivate DHB CIMS structure  resume normal functions  Post stand down: Participate in the Ministry of Health-led review of emergency response.

# 10. Lifeline utilities

## Summary

Lifeline utilities cover the infrastructure needs of the community such as water, wastewater, transport, energy and telecommunications.

The section contents are:

10.1.	Duties of lifeline utilities .....	1
10.2.	Lifeline utilities co-ordination .....	2
10.2.1.	Co-ordination: Readiness .....	3
10.2.2.	Lifeline sector co-ordination planning .....	4
10.3.	Lifeline utility co-ordinators .....	6
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## 10.1. Duties of lifeline utilities

### *Lifeline utilities*

#### **33 Duties of lifeline utilities**

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

Every lifeline utility, identified in Schedule 1 of the Civil Defence Emergency Management Act 2002 (CDEM Act), must—

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

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

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

The emergency response objectives for all agencies (including lifeline utilities) are outlined in section 18, Response.

Utility service restoration priorities are to be determined by individual utilities as part of response and recovery, noting the variables such as event type and impacts.

Where ever possible, as part of restoration, the following should be considered as a list of priorities to ensure alignment of services being restored:

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

## 10.2. Lifeline utilities co-ordination

### 34 Lifeline utilities co-ordination

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

It is not necessary that a state of emergency is declared for lifeline utility co-ordination to be required, for further information see the MCDEM publication Declaration: Director's Guidelines for CDEM Sector [DGL 05/06]. Responses should be tailored according to the apparent needs arising from the event.

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

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

In order to be able to respond and recover, lifeline utilities must be ready. Readiness co-ordination is addressed in 10.2.1.



### 10.2.1. Co-ordination: Readiness

Levels of inter-utility co-operation vary across the lifeline utility sector and depend on many factors, such as degrees of commercial competition. Sector co-operation may consist of mutual aid agreements or specific contingency plans that address shared risks and interdependencies. Sectors, such as electricity and gas, should adopt a national approach to their internal co-operation and work through their national representative bodies, where they exist<sup>1</sup>.

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

Lifeline utilities are each encouraged to outline their CDEM linkages to CDEM Groups and other lifeline utilities by way of a Disaster Resilience Summary<sup>2</sup> which summarises their:

- ◆ risk management processes, including:
  - ◆ organisational policies and corporate direction regarding risk issues;
  - ◆ an overview of processes, key people and the scope of hazard risk management.
- ◆ key risk management messages, including:
  - ◆ indications of key operational risks from a regional perspective<sup>3</sup>;
  - ◆ key messages about public safety and recommendations for individual preparedness for resilience.
- ◆ key elements of readiness for an emergency:
  - ◆ interdependency requirements evaluated and reflected in emergency response planning;
  - ◆ the extent of involvement of contractors in training and exercising.
- ◆ key elements of response to an emergency:
  - ◆ an impact assessment strategy including network and resource status;
  - ◆ information exchange procedures;
  - ◆ customer restoration principles and priorities;
  - ◆ key emergency contact details for respective lifeline utilities and their emergency management co-ordinators.

Lifeline utilities and CDEM sector agencies are encouraged to agree to regularly:

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

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

<sup>1</sup> For example, while the water sector is typically operated at local and regional levels, the New Zealand Water & Wastes Association provides an effective structure for national issues. Government departments, including MCDEM, and CDEM Groups, are to help promote sector coordination through such representative bodies.

<sup>2</sup> Refer to Ministry of Civil Defence & Emergency Management (2003) Lifelines and CDEM Planning: Civil Defence Emergency Management Best Practice Guide [BPG1/03].

<sup>3</sup> For example, relevant outcomes from business impact analysis.

## 10.2.2. Lifeline sector co-ordination planning

### Co-ordination – MCDEM and sector specific

All lifeline utility sectors are considered essential services. However, levels of risk-resilience and operational response capability vary across sectors<sup>4</sup>.

Contingency planning is desirable where the impacts of an emergency on utilities may result in nationally significant consequences<sup>5</sup>.

National short-term priorities for contingency planning to supplement this guide are for the water supply, energy<sup>6</sup>, and transport sectors.

### Water sector

Along with the responsible government agencies, MCDEM and local government representatives are engaging with large-scale potable water system providers and industry bodies to develop contingency planning to support the provision of:

- ◆ a temporary supply of an adequate quantity and quality of potable water for vulnerable populations in an emergency;
- ◆ the most rapid and effective restoration of damaged potable water bulk-delivery systems.

A water sector CDEM contingency plan is expected to focus on strengthening external linkages between the water sector and CDEM agencies – irrespective of the emergency. A water sector CDEM contingency plan will endorse and promote a water industry mutual aid plan.

### Energy: Electricity

Along with the responsible government agencies, MCDEM is engaging with the electricity industry and regulatory bodies to develop contingency planning, or modify existing planning, that supports:

- ◆ the electricity industry taking co-ordinated action during a period of significant transmission disruption under existing Electricity Governance Rules arrangements, to:
  - ◆ stabilise the electricity transmission and distribution networks as quickly as possible;
  - ◆ employ extra generation and supply capacity to alleviate the crisis;
  - ◆ restore normal transmission as quickly as possible; and
  - ◆ keep stakeholders and consumers informed.
- ◆ the CDEM sector to:
  - ◆ respond in support of the welfare requirements of critical and vulnerable customers arising from an electricity outage;
  - ◆ provide logistical and other support to the electricity industry, if appropriate;

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<sup>4</sup> For example, the resilience of the telecommunications industry benefits from its commercial nature and network characteristics, whilst a lack of redundancy and capacity are inherent vulnerabilities in the water industry.

<sup>5</sup> For example, severe safety/public health, social or economic impacts or widespread public interest due extended loss of service, and/or impact upon more than one CDEM Group regional area.

<sup>6</sup> For example, electricity, petroleum, gas.

- ◆ support the contingency arrangements of the commercial sector to lessen social and economic impacts during long-term recovery outages or reduction in service.

### Energy: Petroleum

Along with the responsible government agencies, MCDEM is engaging with the petroleum industry and regulatory bodies to develop contingency planning, or modify existing planning, that supports:

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

A CDEM petroleum contingency plan is expected to cover the following steps for a major interruption to petroleum distribution:

- ◆ confirmation of status of facilities, major assets and transport networks;
- ◆ confirmation of stockholding by type and location;
- ◆ an estimation of emergency demand levels;
- ◆ liaison between the oil industry and the CDEM sector;
- ◆ priority allocation to emergency services, lifeline utilities and critical facilities;
- ◆ CDEM support to the oil industry and consumers for distribution;
- ◆ processes for industry restoration of normal supply.

### Energy: Gas

Along with the responsible government agencies, MCDEM is engaging with the gas industry and regulatory bodies to develop contingency planning, or modify existing planning, that supports:

- ◆ the gas industry to take co-ordinated action according to industry planning during a period of significant loss of gas supply nationally or regionally to:
  - ◆ stabilise the gas transmission and distribution networks as quickly as possible;
  - ◆ restore normal supply; and

- ◆ keep stakeholders and consumers informed.
- ◆ the CDEM sector to:
  - ◆ respond in support of the welfare requirements of critical and vulnerable customers arising from a significant gas outage;
  - ◆ provide logistical and other support to the gas industry as appropriate in order to avoid load shedding that may have eventual civil defence emergency management consequences;
  - ◆ support the contingency arrangements of the commercial sector to lessen social and economic impacts during long-term recovery outages or reduction in service;

### Transport

The Transport Emergency Management Co-ordination Group (a cluster co-ordinated by the Ministry of Transport) has been formed to consider strategies for a co-ordinated response in the case of an emergency that involves a failure or breakdown of critical transport infrastructure.

Along with the responsible government agencies, MCDEM is engaged with the transport industry and regulatory bodies through the Transport Emergency Management Co-ordination Group to develop contingency planning, or further develop existing planning, that supports:

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

## 10.3. Lifeline utility co-ordinators

### 35 Lifeline utility co-ordinators

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

- (3) This pool of co-ordinators may comprise the designated lifeline utility co-ordinators from the main centres and others who have undertaken the required training.

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

Responsibilities envisaged for a lifeline utility co-ordinator at the regional level include:

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

These arrangements are also applicable at the national level, to assist in the National Crisis Management Centre.

## 10.4. Operational arrangements

### 10.4.1. Response

#### CDEM Groups

CDEM Groups are expected to provide the following lifeline utility co-ordination functions through:

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

## Lifeline utilities

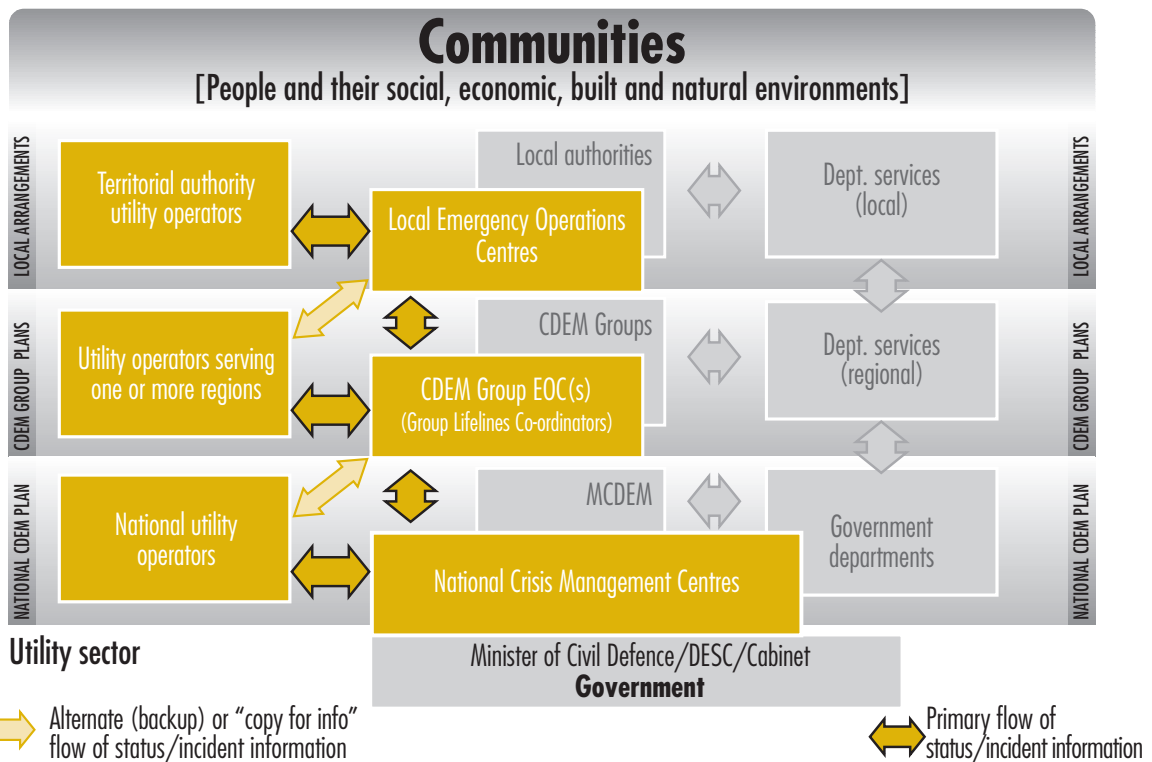
During emergencies, lifeline utilities are expected to:

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

For 'localised' events that occur within the boundaries of a single territorial authority area, lifeline utilities are to contact the affected local territorial authority and participate in response and recovery as detailed in this section. If the effects of the disruption are likely to affect more than one territorial authority, or the regional CDEM Group EOC is activated, lifeline utilities are to inform the affected territorial authorities and establish contact with the CDEM Group EOC for primary reporting and information exchange.

For events affecting more than one CDEM Group, national lifeline utilities should liaise with the National Crisis Management Centre (NCMC) via the lifeline utilities co-ordination process, with information also to be sent to CDEM Group EOCs.

**Figure 10.1** illustrates these relationships.



**Figure 10.1** The elements of lifeline utility co-ordination from local to Group to national level. National lifeline utilities are to liaise with the CDEM Group(s) and with the National Controller via the National Crisis Management Centre.

## 10.4.2. Recovery

### CDEM Groups

During recovery CDEM Groups should provide the following lifeline utility co-ordination functions. A lifeline utility co-ordinator may be engaged to continue lifeline and infrastructure co-ordination during recovery, with an emphasis on service restoration.

Tasks may include:

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

### Lifeline utilities

During recovery lifeline utilities can benefit from communicating restoration and recovery plans and priorities to CDEM Groups and Recovery Managers.

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

## 10.5. References and links

### Other sections of the Guide

- ◆ Section 13, Readiness
- ◆ Section 17, Exercise programmes
- ◆ Section 18, Response
- ◆ Section 21, Emergency information management
- ◆ Section 25, Recovery

### Other documents

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



# 11. Clusters

## Summary

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

The section contents are:

11.1. Clusters at the national level.....	1
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### 11.1. Clusters at the national level

<i>Clusters</i>	
<b>36</b>	<b>Clusters at national level</b>
(1)	Clusters—
	(a) are expected to operate in a co-ordinated multi-agency environment; and
	(b) are flexible, with the national agencies involved joining, exiting from, or merging with clusters as circumstances dictate, while allowing the overlap of functions or membership where appropriate; and
	(c) determine their own membership; and
	(d) organise themselves, including establishing their internal management structures, co-ordinators, and communication plans; and
	(e) are expected to develop and exercise liaison with NCMC and MCDEM via the National Controller or the duty officer of MCDEM.
(2)	An agency's membership in a cluster does not limit any of the agency's statutory obligations under the Act or any other enactment.

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

Clusters seek to strengthen existing multi-agency relationships by:

- ◆ clarifying goals, responsibilities and roles for civil defence emergencies;
- ◆ identifying gaps in capability and capacity;
- ◆ addressing the gaps in capability and capacity through emergency management action plans;
- ◆ providing response and recovery co-ordination;
- ◆ working in parallel with CDEM response and recovery structures.

Participants in each cluster benefit by more effective delivery of their responsibilities. An integrated cluster environment and co-ordinated CDEM planning provides participants with:

- ◆ improved public and private sector understanding of their roles and responsibilities during emergencies;

- ◆ strengthened internal planning arrangements (business continuity, crisis management, emergency response and disaster recovery plans);
- ◆ enhanced external relationships and interdependencies;
- ◆ efficient service restoration in emergencies;
- ◆ being able to demonstrate their ability to provide services during an emergency.

The Ministry of Civil Defence & Emergency Management (MCDEM) may provide facilitation and support for clusters<sup>1</sup>.

## 11.2. Clusters at the local level

### 37 Clusters at local level

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

All CDEM Groups are encouraged to establish local clusters for:

- ◆ welfare;
- ◆ health;
- ◆ lifeline utilities.

## 11.3. Formed and proposed clusters

### 38 Formed and proposed clusters

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

<sup>1</sup> For further information see *A Cluster Approach for Civil Defence Emergency Management: Enhancing multi-agency relationships* ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).

Clusters work together on combined initiatives<sup>2</sup>.

Existing national clusters include:

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

## 11.4. Cluster co-ordinators

### 39 Cluster co-ordinators

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

## 11.5. References and links

### Other sections of the Guide

- ◆ Section 6, Emergency services
- ◆ Section 9, Health services
- ◆ Section 10, Lifeline utilities
- ◆ Section 12, Welfare

### Other documents

- ◆ Ministry of Civil Defence & Emergency Management, A Cluster Approach for Civil Defence Emergency Management: Enhancing multi-agency relationships ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).

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



# 12. Welfare

## Summary

Welfare agencies and organisations plan to minimise the effects of an emergency and assist people to recover from an emergency.

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## 12.1. Background

### Part 6 Welfare

#### 40 Background

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

## 12.2. Principles

#### 41 Principles

The following are the principles for providing welfare

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

## 12.3. Process

#### 42 Process

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

## 12.4. National welfare co-ordination

### 43 National welfare co-ordination

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

In addition to the agencies listed above (clause 43(3)(b)), the National Welfare Recovery Co-ordination Group (NWRCG) is also assisted by the Department of Labour.

In an emergency, the NWRCG will meet regularly to discuss updates on response and recovery needs, and to organise welfare strategies and support.

## 12.5. National Welfare Recovery Co-ordination Group functional arrangements

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

- (1) The Ministry of Social Development is—
  - (a) mandated, as chair and lead agency for NWRCG, to undertake national welfare co-ordination; and
  - (b) responsible for planning for the delivery of national welfare when assistance or support is required to be co-ordinated at a national level.
- (2) In undertaking national welfare co-ordination, the Ministry of Social Development is to—
  - (a) provide a national-level welfare response for individuals and communities affected by an emergency (that is, co-ordinating the response of all welfare agencies at a national level); and

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

### 12.5.1. Readiness

In order for national welfare responses to be ready at all times to deal with an emergency, the Ministry of Social development (MSD) ensures that the NWRCG is convened on a regular basis so it can:

- ◆ provide functional activities as detailed below in 12.5.2 and 12.5.3;
- ◆ identify external needs and support/dependencies for resolution at regional level by CDEM Groups or at national level by NWRCG/MCDEM;
- ◆ integrate individual NWRCG agency planning, training and exercising into CDEM Group and national level activities.

### 12.5.2. Response

At a national level, the NWRCG's role is to identify the nature and scope of the immediate response required from central government. It is also the role of the group to work with non-government organisations and local government in an integrated and supportive way, assisting regional and local activity, and obtaining authorisation for the appropriate levels of assistance for relief of those affected by the event.

In order that national welfare responses are co-ordinated, MSD convenes the NWRCG in order to:

- ◆ liaise with all welfare service agencies and ensure their supporting needs are met;



- ◆ monitor welfare provision against arising needs, identify gaps and support agencies to ensure needs are met;
- ◆ provide information (in summary form) on welfare issues and activities during the emergency;
- ◆ report to government on welfare provision;
- ◆ manage the welfare function during a national emergency where large-scale disasters inhibit effective co-ordination between agencies at the regional level.

### 12.5.3. Recovery

Welfare response and recovery actions at a regional level, will be specified in CDEM Group plans. This will usually include the development of working relationships with local welfare agencies.

In order that national welfare recovery responses are co-ordinated, MSD liaises with the NWRCG in order to:

- ◆ continue to monitor welfare recovery provision against arising needs and to identify gaps and support agencies to ensure these needs are met;
- ◆ develop, and/or support the development of, social and community recovery programmes;
- ◆ continue to provide information to government on ongoing welfare issues and recovery programmes.

### 12.6. Government helplines

The purpose of the 0800 government emergency response line is to provide immediate information relating to services and assistance that is available to people affected by a civil defence emergency.

0800 assistance includes:

- ◆ providing easy access to information (including policies) across agencies;
- ◆ providing information regarding programmes that offer financial assistance and other support;
- ◆ ensuring people get correct, consistent and necessary assistance in a timely manner.

In addition, the line reduces the number of non-urgent calls being directed to organisations that need to deal with more urgent matters.

A decision to activate and publicise the 0800 number will be made by the Chair of the NWRCG in consultation with MCDEM and/or other group members. Once appropriate information is supplied, the line can be activated and operational within one hour.

## 12.7. Financial assistance (Ministry of Social Development)

### 45 Financial assistance (Ministry of Social Development)

- (1) Work and Income (a service of the Ministry of Social Development) is the agency primarily responsible for delivering financial support and information to affected individuals.
- (2) A range of different support services is provided by the following agencies:
  - (a) CYF; and
  - (b) the Inland Revenue Department; and
  - (c) the Accident Compensation Corporation; and
  - (d) the Department of Internal Affairs; and
  - (e) the Insurance Council of New Zealand; and
  - (f) the Earthquake Commission; and
  - (g) Te Puni Kōkiri; and
  - (h) the Ministry of Agriculture and Forestry; and
  - (i) Housing New Zealand Corporation; and
  - (j) St John.
- (3) Financial assistance consists of—
  - (a) national co-ordination of benefits; and
  - (b) payments to meet the immediate and continuing needs of people in an affected area through benefits, pensions, and supplementary assistance; and
  - (c) non-means-tested payments to meet the immediate needs of evacuees from an area affected by a civil defence emergency (temporary accommodation, food, and clothing); and
  - (d) reimbursement of costs for accommodation and food incurred by people hosting evacuees in private homes, marae, or community centres; and
  - (e) other financial assistance approved by Cabinet or ministers to cover specific situations; and
  - (f) co-ordination of information relating to financial questions, tax, insurance, Accident Compensation Corporation payments, and banking; and
  - (g) staffing welfare or reception centres or other services, for—
    - (i) taking applications; and
    - (ii) giving advice and assistance (for example, giving payments); and
  - (h) payments to persons for response and recovery work.

See also Section 26, Government financial support.

## 12.8. Accommodation (Housing New Zealand Corporation)

### 46 Accommodation (Housing New Zealand Corporation)

- (1) As lead agency for accommodation, Housing New Zealand Corporation maintains plans for the national co-ordination of accommodation.
- (2) Support agencies for this function are—
  - (a) CYF; and
  - (b) the Ministry of Social Development; and
  - (c) the Ministry of Education; and
  - (d) the Department of Building and Housing; and

- (e) the Insurance Council of New Zealand; and
  - (f) Te Puni Kōkiri.
- (3) Immediate emergency accommodation is the prime responsibility of CDEM Groups with Housing New Zealand Corporation support.
  - (4) Subsequent temporary accommodation is the prime responsibility of Housing New Zealand Corporation with CDEM Group support.
  - (5) The aim is to identify and provide temporary and longer-term accommodation for people who have been displaced from their normal dwellings.
  - (6) Liaison between Housing New Zealand Corporation, other welfare providers, and health services, to ensure the health of those in temporary accommodation, is part of normal arrangements.

Emergency accommodation is either immediate or temporary. Immediate response emergency accommodation is provided for a short period of time (generally only a few nights). Temporary accommodation is longer term, and is designed for people who cannot return to their homes in the post-response recovery period of an emergency; it may need to be provided for any period from weeks to months.

## 12.9. Inquiry and identity (MCDEM)

### 47 Inquiry and identity (MCDEM)

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

The New Zealand Red Cross, through its national inquiry centre, provides the national inquiry function. This function is dependent upon the registration information collected by CDEM Groups. The New Zealand Red Cross maintains a national standard registration process with forms and a database to ensure that details can be amalgamated at the national level (refer to 12.13.2 and 12.13.3 for further detail).

## 12.10. Domestic animal welfare

### 48 Domestic animal welfare

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

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

MAF is to provide overall co-ordination and monitoring of issues relating to domestic animals at national level only. MAF has formed a National Animal Welfare Emergency Management Group. This group includes representatives from MAF, MCDEM, Federated Farmers, the SPCA and the New Zealand Veterinary Association.

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

## 12.11. Psychosocial support

### 49 Psychosocial support

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

The term 'psychosocial support' describes the process of providing social or psychological support to persons involved in a CDEM emergency. CDEM Group welfare

planning arrangements<sup>1</sup> need to identify and plan to manage social and psychological support functions as detailed in Annex 12.A.

MSD is the lead agency for co-ordination of social and psychological support where national-level involvement is required. Service delivery will generally be co-ordinated through the Welfare Advisory Group and/or local planning arrangements. Agencies (such as Victim Support) will be contracted to provide necessary services.

## 12.12. Support agencies with a role in welfare provision

### 50 Support agencies with role in welfare provision

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

#### 12.12.1. Child Youth and Family (CYF) - a service of MSD

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

#### 12.12.2. Inland Revenue Department (IRD)

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

#### 12.12.3. Accident Compensation Corporation (ACC)

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

<sup>1</sup> For example, through the Welfare Advisory Groups

- (v) health service providers are paid for the services that they provide to injured individuals; and

#### 12.12.4. Ministry of Education (MoE)

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

#### 12.12.5. Te Puni Kōkiri (TPK)

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

Further to the actions detailed in clause 50(e), TPK will engage with Māori communities to ensure that their needs are met in emergency situations, and work as required with the relevant government agencies and CDEM Groups to facilitate and co-ordinate support to Māori requiring assistance.

#### 12.12.6. Salvation Army

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

#### 12.12.7. New Zealand Red Cross

- (g) the New Zealand Red Cross, which will provide services at a national level, including—
  - (i) assistance with, and information on, international offers of assistance; and
  - (ii) an international tracing facility through international Red Cross and Red Crescent partners; and
  - (iii) management of a national relief appeal to support the emergency-affected areas; and
  - (iv) registration forms to support the inquiry system; and

- (v) a national inquiry centre to handle calls related to people in an affected area in support of MCDEM; and
- (vi) statistics and reports derived from information received by the national inquiry system; and

When required and further to the actions detailed in clause 50(g) of the National CDEM Plan, the New Zealand Red Cross will work with MFAT regarding issues involving registration of foreign nationals.

#### 12.12.8. Victim Support

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

Further to the actions detailed in clause 50(h), Victim Support also provides ongoing support to those victims experiencing serious symptoms of trauma or who require assistance in resolving longer-term psychological needs. Victim Support utilises community-based strategies to assist in rebuilding social cohesion for affected communities.

#### 12.12.9. St John

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

Further to the actions detailed in clause 50(i), St John will be involved in welfare planning, response and recovery activities as predetermined in CDEM Group and local welfare plans. Such agreements will be area and resource specific.

#### 12.12.10. Voluntary agencies

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

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

#### 12.12.11. Royal New Zealand Society for the Prevention of Cruelty to Animals

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

#### 12.12.12. Department of Labour (DoL)

The Department of Labour will be involved in CDEM welfare planning, response and recovery activities.

## 12.13. Operational arrangements

### 12.13.1. Function: CDEM Group welfare functions

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

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

#### Lead agency

CDEM Group.

#### Support agencies

All welfare agencies as detailed in the CDEM Group welfare plan.

#### Detail of function

In general, CDEM Group welfare arrangements in New Zealand are co-ordinated by Welfare Advisory Groups, or similar groups that perform planning, response and recovery activities within CDEM Groups. They operate under CDEM Group arrangements.

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

- ◆ the Ministry of Social Development;
- ◆ Housing New Zealand Corporation;
- ◆ Child, Youth and Family;
- ◆ the New Zealand Red Cross;
- ◆ the Salvation Army;
- ◆ St John;
- ◆ Victim Support;
- ◆ the Society for the Prevention of Cruelty to Animals;
- ◆ Inland Revenue Department;
- ◆ the Citizens Advice Bureau;
- ◆ local authority civil defence representatives;
- ◆ DHB representatives including public health services and primary health organisation representatives;



- ◆ the Ministry of Education; and
- ◆ other community groups.

Welfare Advisory Groups are generally chaired by the Regional Commissioner for Social Development or, when they are not available, another senior Work and Income staff member. Representatives on the Welfare Advisory Groups should be of sufficient seniority within their organisation to be able (or have delegated authority) to allocate staff and resources in an emergency.

The CDEM Group, through its Welfare Advisory Group and Emergency Operations Centre (EOC) welfare staff, is responsible for planning for the provision of certain welfare needs for the impacted community.

***Readiness:***

- ◆ ensure that appropriate planning arrangements are in place locally;
- ◆ support and standardise local welfare plans within the CDEM Group;
- ◆ create and maintain relationships with neighbouring CDEM Groups to provide support if required;
- ◆ maintain relationships with local voluntary agencies with a role in welfare;
- ◆ assist welfare sector agencies to integrate into local and CDEM Group welfare planning arrangements;
- ◆ participate in the selection, training and exercising of welfare personnel;
- ◆ support regular convening of the CDEM Group Welfare Advisory Group;
- ◆ plan for the provision of all items detailed in *Response and Recovery*, below.

***Response (both declared and non-declared events):***

- ◆ registration of evacuated and affected persons and provision of local inquiry service;
- ◆ provision of emergency clothing and bedding;
- ◆ provision of emergency catering or food provision to isolated persons (the catering function involves the provision of meals for people at evacuation centres, those unable to care for themselves and relief personnel involved in a civil defence emergency); catering staff must liaise with environmental health officials; planning should incorporate all known catering resources including voluntary agencies, community groups, commercial providers, and suppliers of foodstuffs and drinking water; where local arrangements for catering and resources prove inadequate, the civil defence controller, in consultation with the NCMC, may request additional resources of other government agencies;
- ◆ identification and provision of emergency accommodation;
- ◆ immediate personal support services including the identification of agencies with the capacity to put in place services that mitigate the effects of trauma on individuals and communities in the initial phases of an emergency and over the long term;
- ◆ immediate domestic animal care (planning for this function should be undertaken with the local branch or member society of the SPCA);

- ◆ donated goods management (unsolicited goods should not be sent to the area of the emergency as they can create significant sorting and distribution problems, be inappropriate to local needs or their free distribution may undermine local business; monetary contributions to a specific disaster recovery relief fund or other appeals are preferable and operate to support existing business in the impacted community);
- ◆ identification of locations for welfare/recovery centres;
- ◆ support for operation of welfare/recovery centres;
- ◆ provision of registration and evacuation information to the NWRCCG if requested;
- ◆ liaise with all welfare service agencies and ensure their supporting needs are met<sup>2</sup>;
- ◆ manage welfare by co-ordinating agencies (as pre-determined in the CDEM Group or local welfare plan); monitoring welfare provision against arising needs; identifying gaps and supporting responding welfare agencies.

*Recovery (both declared and non-declared events):*

- ◆ ongoing support for all welfare activities over the period of recovery:
  - ◆ support for operation of recovery centres;
  - ◆ support government agencies in their information-seeking activities;
  - ◆ financial management of funding allocated to the group for relief;
  - ◆ ongoing provision of registration and evacuation information to the NWRCCG if requested.
- ◆ ongoing liaison with all welfare service agencies and active support for their programmes over time.

### 12.13.2. Function: Registration

When an emergency occurs in a community, family members may become separated, especially if the event occurs during the day when family members are variously located at school, work or at home. Separation from loved ones and concern for their well-being can trigger acute reactions of anxiety and fear that can not be relieved until families are reunited or until accurate information is received regarding the condition and whereabouts of each family member.

An effective registration and inquiry system is a very important component of response and recovery operations. It plays a significant role in a large scale emergency when, unless the task is managed efficiently at the national, regional and local level, confusion and uncertainty will add significantly to the response agencies' workload.

'Registration' is used in the cases of:

- ◆ people who have been evacuated;
- ◆ who self-evacuate and present to services;
- ◆ who later present to agencies as affected<sup>3</sup> by an emergency event
- ◆ children and young people who become separated from their parents or normal caregivers.

<sup>2</sup> For example, logistics.

<sup>3</sup> Affected: requiring assistance as a result of an event, e.g., loss of home, loss of home services, isolated home, trauma support needs or loss of employment.

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

### **Lead agency**

CDEM Group.

### **Support agencies**

Welfare agencies as detailed in national, group and local arrangements. Support will also be provided by Police, MFAT in respect of foreign nationals, and CYF in respect of unaccompanied children and young people.

### **Objectives of registration**

1. To collect and record accurate and reliable information regarding the identity and whereabouts of persons who have been displaced from their homes or otherwise affected by an emergency event.
2. To identify children and young people who have been separated from their parents or normal caregivers and provide these details to CYF to enable the provision of care services to these children and young people until they can be re-united with their parents or normal caregivers or members of their extended family.
3. To enable local authorities and emergency response agencies offering essential services in an emergency to ascertain the number of people affected and their geographical spread.
4. To help promote the psychosocial recovery of affected persons. Overseas experience indicates that the act of 'registering' following an emergency helps to promote the recovery of persons who may be shocked or anxious. The act of writing down of name, address and age helps affected persons to re-establish contact with the familiar. The branding on the forms used is also important<sup>4</sup>.
5. To assist emergency welfare centres, reception centres, community emergency response organisations and local authorities by providing information on the number of people affected and the number of people in evacuation centres, and commercial or private lodging.

### **Responsibility**

CDEM Groups and their constituent local authorities are responsible for writing CDEM plans that provide for a range of relief services, including registration of persons affected by an emergency. Arrangements can be made with voluntary agencies, or with neighbouring organisations, to assist with these functions. (Note that the New Zealand Police are responsible for the identification of any fatalities occurring during an emergency. Police will deal with notification of next of kin and any inquest procedures.)

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<sup>4</sup> For example, civil defence agencies in New Zealand use the Red Cross registration form. Red Cross as an agency is immediately recognised by people as non-government and impartial, interested in their welfare and part of an international network. The feeling that an agency such as the Red Cross is 'taking note' of them can be very comforting to affected persons.

## Planning

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

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

### 12.13.3. Function: National Inquiry Centre

A national registry and inquiry centre may be established by New Zealand Red Cross to collate material from contributing local registries, and to relieve local registries of public enquiries from beyond the immediate area of the emergency.

#### Lead agency

MCDEM.

#### Support agencies

All welfare agencies involved in registration and support of affected persons, including CDEM Groups and local civil defence welfare organisations. Support will also be provided by MFAT in respect of foreign nationals.

#### Objectives of an inquiry system

'Inquiry' is the process of using collected information to answer enquiries as to the condition and whereabouts of persons who have been displaced from their homes or otherwise affected by an emergency. The purpose is to assist in reuniting separated family and community members as quickly as conditions permit. It is also used to provide information on the welfare of affected persons to family and friends not in the immediate area.

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

#### Objectives of inquiry systems

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

### **Responsibility**

Inquiry systems will be established and run by CDEM Groups and their constituent local authorities where necessary and as resources permit. If the scale of the event is such that it is not possible to have inquiry systems established at a local or CDEM Group level, then this function will pass to the national level where a national inquiry system will be established, headed by the Red Cross.

#### **12.13.4. Function: Needs assessment**

‘Needs assessment’ is generally undertaken by providing forms relating to needs and situation to affected persons and helping them to fill out these documents. Where possible, an interview may also take place. This process will occur once the immediate response phase of an emergency event is passed. Where and when will depend on the nature, scale and severity of the event and the capacity of the responding agencies.

### **Lead agency**

CDEM Group.

### **Support agencies**

All welfare agencies involved in support of affected persons.

### **Objectives of needs assessment**

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

### **Responsibility**

Note that the responsibility in relation to needs assessment is centred on the co-ordination of the delivery of needs assessment surveys and the analysis of their content. No one ‘role’ or agency can perform this task in isolation as it requires significant effort and input from all responding agencies.

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

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

In the case of a nationally managed emergency, the primary responsibility for the co-ordination of delivery and analysis of needs assessment rests with the National Welfare Recovery Co-ordination Group.

## 12.14. References and links

### Other sections of the Guide

- ◆ Section 25, Recovery

### 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](http://www.civildefence.govt.nz)).
- ◆ 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](http://www.civildefence.govt.nz)).
- ◆ Ministry of Civil Defence & Emergency Management (2006) Working Together: Guidelines for Emergency Managers working with culturally and linguistically diverse communities [IS8/06]; ISBN 0-478-25472-5 ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).
- ◆ Ministry of Civil Defence & Emergency Management (2006) Donated Goods Management Planning: Civil Defence Emergency Management Best Practice Guide [BPG2/06]; ISBN 0-478-25456-3 ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).
- ◆ Ministry of Civil Defence & Emergency Management (2006) Spontaneous Volunteer Management Planning: Civil Defence Emergency Management Best Practice Guide [BPG3/06]; ISBN 0-478-25473-3 ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).

## Annex 12.A. Psychosocial support processes in CDEM

This annex describes the types of support that may be required following an emergency managed by CDEM organisations in New Zealand. It is to inform the support agencies detailed in the National CDEM Plan, and to assist local authorities in their CDEM welfare planning.

### Social support

Social support may begin as part of the response phase and is likely to continue during the recovery phase. Social support involves activities such as conversation, tea and coffee and peer support, providing opportunities for people to discuss experiences in a supportive environment, bringing communities together and encouraging social re-connection. Planning should include provision of suitable central community locations for people to gather, share experiences and spend time. Local CDEM arrangements (such as welfare centres) should provide for such spaces as part of their welfare planning. CDEM Groups, especially Welfare Advisory Groups, should work with Victim Support and other appropriate agencies to plan for the provision of such support. Planning for both social and psychological support must take into account the needs of the communities that may be affected and ensure arrangements are culturally appropriate.

Agencies providing social support should ensure that they can triage appropriately for those who need psychological support.

### Psychological support

Some people affected by an emergency event will experience increased levels of stress. These people may be functioning well in society, but may have been severely affected by the event<sup>5</sup>. People with pre-existing social and psychological vulnerabilities<sup>6</sup> may be more severely affected by an emergency event than others. These people are likely to require a greater level of support than people whose responses are limited to normal psychological, behavioural, social and emotional shock reactions. People who have been severely distressed will need to speak to a trained person with whom they can discuss the incident and its aftermath. This service does not need to be provided by specialist mental health staff, but may be offered by agencies such as Victim Support, other organisations such as churches, or a phone-line help service. These organisations all have staff who are trained to listen to people and undertake problem-solving counselling in times of crisis through offering objective, non-judgemental and constructive support, and referrals to other services where needed.

Not all people in need of psychological support will seek help and this should be factored into CDEM Group plans with a view to identifying and then being able to assist them.

CDEM Groups, and especially Welfare Advisory Groups, will need to liaise with relevant agencies to facilitate and organise central community meeting areas. This planning should take place in conjunction with local district health boards (DHBs), specialist mental health services and primary health organisations (PHOs). The provision of such meeting areas will be crucial in creating a place to which people can come for help, either directly or through referral. Careful triage of affected persons at this stage can identify those needing further assistance who might present with serious psychological issues at a later stage.

Those providing psychosocial support services require general sensitivity and training, and those who provide triage services should be very familiar with local arrangements for referrals. Many

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<sup>5</sup> For example, by losing their home or a family member.

<sup>6</sup> For example, unresolved grief or social dislocation.

referrals will be to primary health care providers such as GPs. In highly acute cases, referral to local DHB mental health service crisis and assessment teams may be suitable. Agencies providing psychosocial support need to know the pathways for referral to the correct health service providers at a primary health care level<sup>7</sup> or secondary care level<sup>8</sup>.

### **Staff support following emergencies**

Other levels of support that need to be considered (and which are not co-ordinated by MSD at a national or local level) include staff support and treatment provided by health service providers.

It is the responsibility of all agencies that employ staff or utilise volunteers who are involved in an emergency welfare response or in the recovery phase to provide support for their staff. Agencies must plan for the provision of this function pre-emergency. This function may involve social and psychological support. Assistance provided should be event and agency specific.

### **Post-disaster psychopathology treatment (for severe reactions over time)**

Following an incident, a very small percentage of people (anecdotally for natural disasters this is estimated at 0.05 percent) will suffer severe psychological reactions that will continue over time and impact on a person's ability to function in society, maintain relationships and stay healthy. These types of reactions may not occur until some time after the incident. This kind of reaction includes post-traumatic stress disorder (PTSD) and needs to be treated by experienced and trained personnel. It may require medical intervention as well.

Those with pre-existing but formerly unidentified psychological conditions, or those already being treated for psychological conditions, are vulnerable and may need this higher level of support. Where people experience acute or severe psychological problems or mental illness, referral to staff in primary health organisations (PHOs) or DHB mental health services<sup>9</sup> is appropriate. Early liaison with health and disability sector providers will help ensure that people with serious issues are identified. Persons thus affected would be treated through the health and disability sector (DHB responsibility).

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<sup>7</sup> For example, for those who need referral to a GP.

<sup>8</sup> For example, for those who need acute referral to a DHB-based mental health service.

<sup>9</sup> For example, GPs, social workers, nurses.



# 13. Readiness

## Summary

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

The section contents are:

13.1. Principles .....	1
13.2. Preparation .....	2
13.3. Nationwide levels of CDEM operation.....	2
13.4. Areas of readiness .....	5
13.5. References and links .....	5
Annex 13.A. Comparison of CDEM operational levels .....	6

## 13.1. Principles

<p>Part 7 <i>Readiness</i></p> <p><b>51 Principles</b></p> <p>(1) Risk management should form part of normal business operations.</p> <p>(2) Agencies should incorporate emergency response and recovery planning into their business continuity arrangements.</p> <p>(3) National agency plans should—</p> <p style="padding-left: 20px;">(a) describe national-level responsibilities; and</p> <p style="padding-left: 20px;">(b) support locally managed events.</p>
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Readiness involves planning and developing operational arrangements (capacity and capability) before an emergency happens. Readiness steps are dependent upon the nature and scope of identified hazards and risks, and likely emergency scenarios.

Most incidents are dealt with on a routine basis by any of the emergency services (Police, Fire, Health) and lifeline utilities, supported by local arrangements and government agencies. An event becomes an emergency when it cannot be dealt with by emergency services alone, or otherwise requires a significant and co-ordinated response under the Civil Defence Emergency Management Act 2002 (CDEM Act).

Emergencies are generally managed by local CDEM structures, co-ordinated by the CDEM Group, with routine assistance from central government agencies and lifeline utilities operating within the affected area. A local, or nationally significant, emergency may require additional national-level support and co-ordination of response and recovery through the National CDEM Plan. National management of the emergency is, however, still dependent upon local CDEM response and recovery arrangements continuing to operate.

## 13.2. Preparation

### 52 Preparation

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

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

Agencies and CDEM Groups prepare for emergencies by:

- ◆ undertaking hazard and risk management<sup>1</sup> that:
  - ◆ avoids or reduces risks as much as practicable;
  - ◆ enables the consequences of a hazard event to be managed in a co-ordinated and efficient manner;
  - ◆ minimises the risks of escalating or secondary consequences arising from the event;
  - ◆ makes use of opportunities to mitigate ongoing risk during recovery.
- ◆ encouraging public and private sector agencies not specified in the CDEM Act to take similar steps for their benefit, and for the benefit of the communities in which they operate;
- ◆ promoting self-help and personal response planning among the general public.

As part of readiness planning each agency and CDEM Group should cover:

- ◆ inter-dependency of its operations with that of other agencies and services that may be affected by an event;
- ◆ additional duties and functions it may have in support of response and recovery operations.

## 13.3. Nationwide levels of CDEM operation

### 53 Nationwide levels of civil defence emergency management operation

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

- (a) level 1: single-agency incidents with on-site co-ordination;
- (b) level 2: multi-agency incidents with on-site, local co-ordination; these are managed by the incident controller of the relevant lead agency;
- (c) level 3: a multi-agency emergency led by an agency other than a CDEM Group, or a state of local emergency at below CDEM Group-level (district or ward); at this level, CDEM Group support and co-ordination will be required and may be monitored by the National Controller;
- (d) level 4: a multi-agency emergency with more significant consequences than in level 3; co-ordination may be required between agencies or areas or both; CDEM Group-level support and co-ordination is required; the actual or potential need for a declaration of a state of local emergency by a CDEM Group requires consideration; national monitoring will occur and national support is available:

<sup>1</sup> AS/NZS 4360:2004 Risk Management and SAA/SNZ HB 436:2004 Risk Management Guidelines provide a benchmark process for agencies to follow in establishing and reviewing their readiness status.

- (e) level 5: a state of national emergency exists or the civil defence emergency is of national significance; at this level, co-ordination by the National Controller will be required.
- (2) Local arrangements continue to operate throughout all levels.
- (3) The Director or National Controller can use NCMC facilities at any time to monitor or support a civil defence emergency irrespective of the CDEM Group level of operation.
- (4) National agency cluster groups will be activated, to a level required to support the civil defence emergency, at the direction of the National Controller.

### **Levels 1 and 2: Incident management (single- and multi-agency response)**

Levels 1 and 2 are local incidents and may be covered in local plans. An incident with the potential to be of national significance may be monitored by the NCMC.

### **Level 3: State of local emergency within a district or an emergency managed under other legislation that requires CDEM support**

**Description:** A situation within a district or region involving a multi-agency response that:

- ◆ emergency services alone are unable to manage; and
- ◆ requires a significant and co-ordinated response under the CDEM Act by one or more local authorities.

A state of local emergency over a district, or one or more wards within a district, is declared if emergency powers are required under the CDEM Act.

**Control:** If a state of local emergency is declared, agencies are co-ordinated through the local Emergency Operations Centre (EOC) procedures and response plan. The Local Controller exercises powers, supported by the CDEM Group Controller as necessary.

For a local emergency led by an agency other than a CDEM Group, and if a state of local emergency has not been declared, local authorities are to support the lead agency in line with pre-agreed planning and procedures, and the general duties, functions and powers of a local authority under the CDEM and other relevant Acts.

**CDEM support:** Local EOCs for the affected area are activated to co-ordinate and assist with the response. The CDEM Group's EOC and, on request, EOCs in adjacent regions are notified in readiness to respond and offer strategic support if necessary. The NCMC is notified and activated to monitor the situation. CDEM Groups may also provide support according to their own plans.

### **Level 4: State of local emergency on a regional scale**

**Description:** A region-wide response to:

- ◆ manage an imminent threat or onset of an event of great magnitude or having wide spread impacts within the region; or
- ◆ support an adjoining CDEM Group managing a major event; and

- ◆ the Group EOC is required to co-ordinate management across the region.

**Control:** A declaration of a state of local emergency is likely in one or more districts in the region, or within a neighbouring CDEM Group area. A region-wide state of local emergency may be declared to co-ordinate overall responses.

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

**CDEM support:** The Group EOC, and local EOCs in the affected parts of the region or district, are activated. Other local EOCs and adjacent CDEM Groups' EOCs are notified in readiness to respond if requested. The National Controller activates the NCMC, including national agency cluster groups, to a suitable level to provide strategic and operational support to local management of the emergency.

### **Level 5: State of national emergency or a civil defence emergency of national significance**

**Description:** **Either:** A state of national emergency is declared over the whole of New Zealand, or any areas or districts, as the CDEM necessary or desirable for response and recovery is, or is likely to be, beyond the resources of the CDEM Groups whose areas are affected by the emergency.

**Or:** Any event that:

- ◆ is, or is likely to be, of national of significance; and
- ◆ requires CDEM to be co-ordinated through the National CDEM Plan.

**Control:** If a state of national emergency is declared, the National Controller co-ordinates all responses. Group Controllers will co-ordinate strategic and operational responses in their regions, in line with the direction of the National Controller, using their CDEM Groups' response planning and procedures.

Local Controllers continue to co-ordinate response in their areas, in line with the direction of their Group Controller.

**CDEM support:** The National Crisis Management Centre (including national agency cluster groups and DESC arrangements), all CDEM Group EOCs and local EOCs as necessary, are activated.

Annex 13.A. shows the relationships between these levels and those denoted in each CDEM Group plan.

### **CDEM operation duties and functions**

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

## Declarations

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

## 13.4. Areas of readiness

### 54 Areas of readiness

Core readiness arrangements are—

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

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

## 13.5. References and links

### Other sections of the Guide

- ◆ Section 4, General roles and responsibilities
- ◆ Sections 5–11, for specific roles of agencies and sectors
- ◆ Section 14, Co-ordinated incident management system
- ◆ Section 15, Public education
- ◆ Section 16, Professional development
- ◆ Section 17, Exercise programmes

### Other documents

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

## Annex 13.A. Comparison of CDEM operational levels

Relationship between levels of CDEM operation as specified in CDEM Groups' plans and the National CDEM Plan.

National CDEM Plan levels of operation	CDEM Group plans: levels of CDEM operation															
	Northland	Auckland	Waikato	Bay of Plenty	Gisborne	Hawke's Bay	Taranaki	Man -Wang	Wellington	Nelson/Tasman	Marlborough	West Coast	Canterbury	Otago	Southland	Chatham Is
1	1	1	1	1	1	Though not stated in the Group plan there is a natural division from engaging in a non-declared events to declaring a state of local emergency and a state of national emergency	Though not stated in the Group plan there is a natural division from engaging in a non-declared events to declaring a state of local emergency and a state of national emergency	Minor	1	1	1	1	1	Non-declared	1	1
2	2	2	2	2	2			Medium	2	2	2	2	2		2	
3	3	3	3	3	2			Major	3	N/A	3	3	3	Ward/district/s declaration/s	3	2
4	4	4	4	4				Regional significant	4	4		4	4	4	Group declaration	
5	5	5	5	5	3				5	5		5	5	National declaration	5	3

For nationwide levels of CDEM operation refer to section 13.3.

# 14. Co-ordinated incident management system

## Summary

The co-ordinated incident management system (CIMS) is used by agencies to co-ordinate their response and recovery efforts. It involves teamwork, common terminology and operating structures, the integration of communications, and other management requirements to deliver emergency management.

The section contents are:

14.1.	Co-ordinated incident management system (CIMS) .....	1
14.2.	CIMS in the national management of an emergency .....	1
14.2.1.	Planning.....	2
14.2.2.	Education and training .....	2
14.3.	National administration of CIMS.....	2
14.4.	References and links .....	3

## 14.1. Co-ordinated incident management system (CIMS)

### 55 Co-ordinated incident management system (CIMS)

- (1) CIMS is used by the emergency services and other agencies as a basis for operational response.
- (2) The most important aspect of CIMS is co-ordination that brings together agencies to ensure consistent and effective response and recovery efforts.
- (3) CIMS is about teamwork in emergency management through sharing common terminology, using a modular organisational structure, integrating communications, using common incident action plans, ensuring manageable spans of control, and sharing resources.
- (4) Co-ordination is based on four core elements—
  - (a) control; and
  - (b) planning and intelligence; and
  - (c) operations; and
  - (d) logistics.
- (5) Multi-agency incident control (horizontally across agencies) is exercised by the senior first responder but is transferred on the basis of which agency has primacy for the incident type (for example, police for law and order situations).

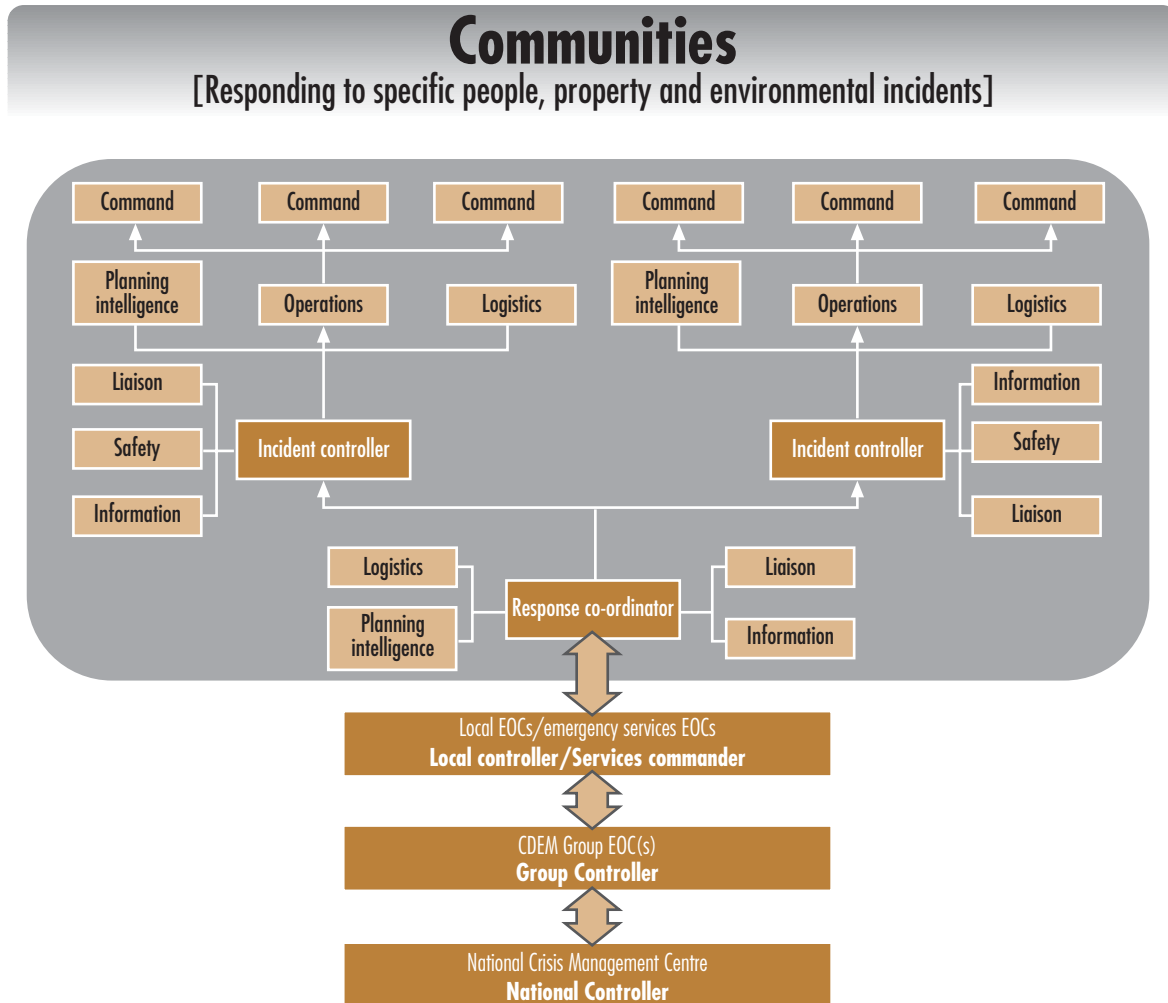
## 14.2. CIMS in the national management of an emergency

CIMS is a standard, on-scene, all-hazards incident management system.

During a state of national emergency or a civil defence emergency of national significance, CIMS will be used in the field by primary responders. Incident controllers are directed and co-ordinated through local and CDEM Group EOCs that, in turn, are co-ordinated by the National Controller.

### 14.2.1. Planning

All agencies, CDEM Groups and local authorities are encouraged to adopt CIMS as the basis for their response and recovery procedures. In particular EOCs should plan for an effective interface with multiple incident sites involving incident controllers from different agencies (refer **Figure 14.1**).



**Figure 14.1:** Multi-incident CIMS structure and interface for CDEM co-ordination

### 14.2.2. Education and training

CIMS training should be a part of the professional development programme for all organisations with emergency management roles and responsibilities.

Training should be delivered on a joint agency basis to reinforce the need for inter-agency collaboration and understanding.

### 14.3. National administration of CIMS.

National administration is undertaken by the Joint Agency Steering Committee for CIMS, chaired by MCDEM.

The CIMS is developed and maintained through:

- ◆ ongoing senior management commitment to CIMS;



- ◆ joint planning and review;
- ◆ co-ordinated communication and marketing of educational and training programmes;
- ◆ establishing professional development programmes to NZQA standards working with the sector and the Fire and Rescue Service Industry Training Organisation (FRSITO);
- ◆ promoting the adoption of CIMS within all emergency service providers.

## 14.4. References and links

### Other documents

- ◆ New Zealand Fire Service Commission (1998) 'The NZ Coordinated Incident Management System' (CIMS) – Teamwork in Emergency Management ISBN 0-908920-32-6
- ◆ For CIMS training modules/programmes, refer to the FRSITO website ([www.frsito.org.nz/products/cims.html](http://www.frsito.org.nz/products/cims.html))
- ◆ The FRSITO and [www.civildefence.govt.nz](http://www.civildefence.govt.nz) websites offer general information.



# 15. Public education

## Summary

Raising community awareness of hazards and risks and how the community can prepare and respond when an emergency occurs can reduce the severity of impacts.

The section contents are:

15.1. National Public Education Strategy 2003–2008 .....	1
15.1.1. Public education.....	1
15.1.2. Principles of the Strategy .....	2
15.2. References and links .....	3

## 15.1. National Public Education Strategy 2003–2008

### 56 Public education

The National Public Education Strategy 2003–2008 (the details of which are set out in *The Guide*)—

- (a) seeks increased individual and community awareness and acknowledgement of all hazards, and improved preparedness to cope in a civil defence emergency; and
- (b) aims to increase community awareness, understanding, and participation in civil defence emergency management.

The National Public Education Strategy 2003–2008 provides overall direction for developing and delivering public education in civil defence emergency management. The Strategy was prepared by the National Public Education Working Group, which is chaired by MCDEM, having representatives from local government, emergency services and the Earthquake Commission (EQC).

The Strategy outlines key issues to overcome in raising public awareness of hazards and risks, and preparedness for emergencies. It sets out principles, strategies and a range of indicative tasks for achieving this.

In particular, the Strategy seeks to define those programmes that are best co-ordinated and delivered at a national level by MCDEM in conjunction with the National Public Education Working Group. It also seeks to develop supporting strategies for programmes delivered by CDEM Groups and local authorities at the regional and local level.

### 15.1.1. Public education

All individuals and communities need to be aware of hazards and risks, and how to prepare for and cope in an emergency. Target audiences for education programmes include:

- ◆ individuals and families;
- ◆ urban and rural communities;
- ◆ staff of educational institutions;
- ◆ school children;

- ◆ ethnic groups including Māori and Pacific peoples, and non-English speaking groups;
- ◆ people with special needs<sup>1</sup>;
- ◆ business and commercial organisations.

Education programmes at the national level will offer general advice to target audiences, while programmes at the local and regional levels can offer specific advice about local hazards and risks, and preparedness steps. National-level support of a local programme may be provided where there are wider benefits for the sector as a whole.

### 15.1.2. Principles of the Strategy

The National Public Education Strategy has the following key principles.

#### Principle 1: Committed partnerships

Partnership guidelines are required for national, regional and local initiatives. MCDEM, CDEM Groups, local authorities, emergency services and other CDEM stakeholders are to work collaboratively to:

- ◆ define areas of common interest and mutually beneficial activities;
- ◆ obtain external funding and sponsorship through identifying common interests with other sectors and groups;
- ◆ maximise the financial resources available for public education programmes through collaborative approaches at both national and regional levels;
- ◆ use hazard and consequence information to establish 'high-priority' public education programmes targeting at-risk groups.

#### Principle 2: Support for the sector

MCDEM, in conjunction with the National Public Education Working Group, supports CDEM Groups, and local authorities undertaking public education programmes by offering:

- ◆ accessibility – convenient means for the pooling together and sharing of resources in developing programmes that are accessible to all;
- ◆ flexibility – national guidelines for programmes that can be customised to suit local needs;
- ◆ clarity – clear long-term objectives at a national level to achieve the agreed goals.

Key elements of the National Public Education Strategy include:

- ◆ supporting local and regional groups in undertaking public education programmes by:
  - ◆ defining what will be done at a centrally co-ordinated level through the National Public Education Working Group;
  - ◆ providing guidelines for successful communication activities;
  - ◆ making available national resources such as programme templates and articles for local use;

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<sup>1</sup> For example, the elderly, and those with hearing, visual or mobility needs who may require special assistance in the event of an emergency.

- ◆ improving access to shared resources via the MCDEM website ([www.mcdem.govt.nz](http://www.mcdem.govt.nz));
- ◆ providing a year-out national plan for public education by December each year to facilitate other agencies' annual planning processes;
- ◆ reviewing current information and its dissemination and developing and promoting consistent key messages;
- ◆ raising CDEM awareness and preparedness within business organisations and educational institutions;
- ◆ educating school children as a means for increasing CDEM preparedness within homes;
- ◆ using the opportunities of heightened interest following emergencies to raise awareness among other communities about their local risks, and the importance of emergency preparedness.

### **Principle 3: Research and Evaluation**

MCDEM, with support from the National Public Education Working Group, is required to develop clear ways to evaluate the effectiveness of programmes, and undertake research to assess:

- ◆ CDEM awareness and its preparation of programmes against international best practice;
- ◆ current levels of awareness and preparedness, and identifying the best means to improve on them.

## **15.2. References and links**

### **Other documents**

- ◆ National Public Education Strategy 2003–2008 (see [www.civildefence.govt.nz](http://www.civildefence.govt.nz)).



# 16. Professional development

## Summary

Professional development is to enable personnel to perform their roles in the manner expected during an emergency. It is based on need and designed to increase the numbers of trained personnel.

The section contents are:

16.1. Professional development .....	1
16.2. Key concepts.....	1
16.3. MCDEM support arrangements.....	2
16.4. References and links .....	3

## 16.1. Professional development

### 57 Professional development

- (1) The capability and capacity of the civil defence emergency management sector to perform appropriately in a civil defence emergency relies on an integrated, broad network of understandings, skills, and relationships. In the civil defence emergency management context, professional development is the process of developing people to perform appropriately together under potentially high levels of stress. It encompasses recruitment, selection, learning, support, and performance review functions appropriate for the civil defence emergency management setting.
- (2) Co-ordinated civil defence emergency management professional development opportunities should be an integral part of key civil defence emergency management roles, including (but not limited to)—
  - (a) controllers (national, group, and local); and
  - (b) recovery co-ordinators, recovery facilitators, and recovery managers; and
  - (c) CIMS response co-ordinators and incident controllers; and
  - (d) emergency management staff within councils; and
  - (e) EOC and NCMC co-ordination, operations, intelligence, planning, logistics, welfare, and liaison staff; and
  - (f) governance, executive, and senior management staff of local authorities; and
  - (g) other staff or contractors associated with local authorities who fulfil roles required in civil defence emergencies; and
  - (h) regional office staff of central government agencies, as part of their civil defence emergency management responsibilities; and
  - (i) management, staff, and volunteers from emergency services; and
  - (j) management, staff, and volunteers from community service and welfare agencies who have a role to play in civil defence emergencies.

Professional development is a core part of readiness.

## 16.2. Key concepts

Professional development activity is strengthened, and results are more reliable, when matched to documented need. This extends across all agencies in the CDEM sector with

emergency management roles, especially those specified in the CDEM Act, and covers elements of confidence and competence of personnel.

Appropriate performance during an emergency event is determined by relationships, established and exercised prior to emergency events, based on collaboration across and within organisations that have a role in readiness, response and recovery.

Assessment of staff, systems, processes and support used within an organisation, or with other organisations, can identify and address needs related to projected performance in an actual emergency. Multi-agency collaboration on these elements offers opportunities to build stronger performance across the CDEM sector.

The CDEM sector has a responsibility to design, implement and evaluate appropriate learning opportunities before and after emergency events. Mechanisms for achieving or contributing to this include:

- ◆ prescribed content courses, such as those run at the national, regional or local levels;
- ◆ multi-agency collaboration, such as joint planning for readiness, response or recovery capability, cluster meetings, and national, regional or locally-based projects;
- ◆ CDEM theme-based exchanges, such as workshops, seminars, or conferences;
- ◆ aligned or related content delivered by specialist providers, such as polytechnics, universities, or private training establishments;
- ◆ remote delivery and assessment, such as electronic access and self-paced courses;
- ◆ learning and assessment on-the-job, such as supervision, mentoring, and employer-sponsored visits or study;
- ◆ standards-based delivery and assessment in the workplace<sup>1</sup>, including unit standards covering the RAPID® (Response and Preparedness in Disasters) programme;
- ◆ existing or organisation-based opportunities that support CDEM knowledge and performance, such as planning sessions, organisational training and staff development programmes;
- ◆ performance evaluations focused on assessing and improving development programmes, such as de-briefings, assessments, and audits;
- ◆ research, leading to the determination and publication of improved practice based on local, regional, national and international evidence.

### 16.3. MCDEM support arrangements

MCDEM is responsible for:

- ◆ co-ordinating a strategic approach to professional development for New Zealand's CDEM sector based on documented need and current and projected capacity and capability issues.

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<sup>1</sup> Carried out by registered workplace assessor(s) for unit standards and national qualifications registered on the National Qualifications Framework (NQF), which is administered by New Zealand Qualifications Authority (NZQA).



- ◆ supporting the CDEM sector to manage its knowledge about capacity and capability, such as through a national database of personnel who have completed acceptable levels of competence, or other mechanisms, as appropriate.
- ◆ supporting the CDEM sector to integrate its CDEM professional development activity into other agency processes and multi-agency collaboration.

## **16.4. References and links**

### **Other sections of the Guide**

- ◆ Section 1, Introduction
- ◆ Section 25, Recovery



# 17. Exercise programmes

## Summary

Emergency exercise programmes are a core part of readiness and assist in identifying gaps and issues. The lessons learned are integrated into updated plans and procedures that improve the ability to respond to and recover from an emergency.

The section contents are:

17.1. Exercise programmes.....	1
17.1.1. The national exercise programme.....	1
17.2. Operational arrangements.....	2
17.3. References and links .....	3

## 17.1. Exercise programmes

### 58 Exercise programmes

- (1) A national civil defence emergency management exercise programme is a means by which the operational capability of agencies, and CDEM Groups and their partners, such as lifeline utilities, may be tested in relation to civil defence emergency management (details of the programme are set out in *The Guide*).
- (2) The national exercise programme—
  - (a) is supplemented by regular agency and local exercises; and
  - (b) seeks to exercise the operational arrangements within this plan, CDEM Group plans, and departmental emergency management plans so as to—
    - (i) improve response at group and national levels; and
    - (ii) assess the readiness of participants.

In addition to clause 58, the national exercise programme supports the Director of CDEM to fulfil the responsibilities under the Civil Defence Emergency Management Act 2002 (CDEM Act) that include:

- ◆ advising the Minister on matters relating to civil defence emergency management, section 8(2)(a);
- ◆ monitoring the performance of CDEM Groups and persons who have responsibility under the CDEM Act, section 8(2)(f).

The national exercise programme is made up of regular CDEM exercises that link CDEM Groups with each other and with CDEM response arrangements at the national level.

### 17.1.1. The national exercise programme

The National Exercise Programme Charter establishes the basis of a national exercise programme.

MCDEM is the overall national 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 exercise programme governance group is guided by the provisions of the National Exercise Programme Charter. The Charter provides for capped subsidy to CDEM Groups.

Participation in the national exercise programme is voluntary.

The programme recognises that exercising needs to occur at all levels of the CDEM structure. It identifies a four-tier exercise approach. Each tier is expected to be based on and informed by a consistent regime of planning, observation, evaluation, feedback and continuous improvement. The four tiers defined in the National Exercise Programme Charter are:

- ◆ Tier 1: Operational exercising within individual organisations;
- ◆ Tier 2: Operational exercising at CDEM Group level;
- ◆ Tier 3: Operational exercising across CDEM Groups or CDEM Groups with MCDEM, and participating regional agencies;
- ◆ Tier 4: Strategic exercising of national crisis management arrangements – DESC/ODESC, MCDEM, and other participating central government agencies.

The principal focus of the national exercise programme is on Tiers 3 and 4.

The exercises conducted under the national exercise programme (Tiers 3 and 4) should aim to:

- ◆ improve the response capability at national and CDEM Group levels;
- ◆ improve the response capability at central government level; and
- ◆ assess the readiness of participants.

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 exercise programme are designed specifically to deal with CDEM related emergencies<sup>1</sup>.

The Domestic & External Security Group (DESG) under the Department of the Prime Minister and Cabinet (DPMC) maintains a schedule of all national strategic exercises. National strategic CDEM exercises under the national exercise programme are part of the DESG exercise schedule.

## 17.2. Operational arrangements

### Management of national exercise programme

MCDEM manages the national exercise programme.

MCDEM:

- ◆ sponsors the national exercise programme;
- ◆ supports the governance group;
- ◆ provides a national exercise programme secretariat;
- ◆ reports on Tiers 3 and 4 exercises to the Director.

### Participation in Tier 3 national exercise programme.

MCDEM, CDEM Groups, and participating regional agencies:

- ◆ provide representation on the governance group;

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<sup>1</sup> For example, natural hazard events and lifeline failures.

- ◆ participate in exercise planning and execution;
- ◆ report to the governance group.

#### **Management of Tier 4 national exercise programme.**

MCDEM and DESC/ODESC, and participating national agencies:

- ◆ exercise Tier 4 as per national exercise programme and DESG schedules;
- ◆ report to the Domestic and External Security Co-ordination committee (DESC) of Cabinet.

### **17.3. References and links**

#### **Other documents**

- ◆ National Exercise Programme Charter



# 18. Response

## Summary

Agencies respond to emergency events by activating their own plans and co-ordinating their activities with other agencies to manage impacts on the community.

The section contents are:

18.1. Principles .....	1
18.2. References and links .....	2

## 18.1. Principles

<i>Part 8</i> <i>Response</i>
<b>59 Principles</b>
(1) Agencies should respond to an emergency by activating their own plans and co-ordinating with the lead agency.
(2) Within the constraints that the emergency creates, each agency, operating within its own jurisdiction, must co-ordinate with interdependent agencies to— (a) assess the impact of an event on its own staff, assets, and services; and (b) activate its own continuity and emergency arrangements; and (c) maintain or restore the services it provides; and (d) communicate with lead agencies, other responders, and the public; and (e) align response activities with other agencies to avoid gaps and duplications.
(3) In addition, the emergency services are expected to— (a) assess the effect of an event on the community; and (b) co-ordinate the local efforts of their agency; and (c) communicate assessments and actions with the appropriate lead agency.
(4) Emergency response objectives include— (a) preservation of life; and (b) prevention of escalation of the emergency; and (c) maintenance of law and order; and (d) care of sick, injured, and dependent people (first aid, medical, and evacuation facilities, and welfare); and (e) provision of essential services (lifeline utilities, food, shelter, public information, and media); and (f) preservation of governance (continuity of the machinery of government); and (g) asset protection, including buildings and historic heritage assets (including structures, areas, landscapes, archeological sites, and wahi tapu); and (h) protection of natural and physical resources (to the extent reasonably possible in the circumstances); and (i) preservation of economic activity.

The emergency response objectives are applied consistently across all five levels of CDEM operations listed in clause 53 of the National CDEM Plan (see section 13 of the Guide).

## 18.2. References and links

### Other sections of the Guide

- ◆ Section 13, Readiness
- ◆ Section 14, Co-ordinated incident management system
- ◆ Section 15, Public education
- ◆ Section 16, Professional development
- ◆ Section 17, Exercise programmes



# 19. National CDEM Warnings

## Summary

Warnings advise agencies, authorities, and/or the public of possible events, enabling them to prepare for a potential or actual emergency.

The section contents are:

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## 19.1. Objective

### *General warnings*

#### **60 Objective**

- (1) The objective is to issue warnings so that local authorities, agencies, and people can take action to reduce loss of life, injury, and damage.

- (2) Warnings about predictable events (for example, severe weather, volcanic eruption, tsunami) are to be given as quickly as practicable.
- (3) For unpredictable events like earthquakes, where warning is not possible, the objective is to inform emergency response by providing assessments of the likely impact on any affected areas.
- (4) The responsibility for issuing warnings rests with the agency that through its normal function is involved with the identification and analysis of the particular hazard or threat (see Appendix 1).
- (5) Relevant government agencies, CDEM Groups, local authorities, and lifeline utilities must maintain arrangements to respond to warnings.

At the national level, warnings or alerts of an event with potential adverse consequences are to be advised as quickly as practicable. The aim is to forewarn or inform so that authorities, agencies and people can take appropriate readiness or response actions in relation to the potential or actual event or its consequences.

## 19.2. Scope

### 61 Scope

- (1) Warning systems are to provide warnings about significant hazards with the potential to affect human populations, geographical areas, or social or economic activities.
- (2) This plan does not cover—
  - (a) localised, long-term, or slowly-evolving threats; or
  - (b) the local actions and procedures required to disseminate or respond to warnings.
- (3) The effectiveness of a warning depends on its delivery and receipt, recipients' understanding of what they should do under the particular threats, and readiness and response at all levels.

## 19.3. National warning system

### 62 National warning system

- (1) The national warning system establishes a process for the receipt of general warnings and communication of civil-defence-emergency-management related information for warning purposes at all hours by MCDEM.
- (2) MCDEM maintains the national warning system to issue civil defence warnings received from responsible agencies.
- (3) The standard operating procedure under this system specifies the principles and methods for disseminating national warnings.
- (4) National warnings must be provided by MCDEM to CDEM Groups, local authorities, police, certain government departments, lifeline utilities, and certain broadcasters.
- (5) Different hazards require different types of warnings and procedures. The civil defence emergency management hazards for which national warnings may be issued are listed in Appendix 1.
- (6) CDEM Groups are responsible for—
  - (a) disseminating national warnings to local communities; and

- (b) maintaining local warning systems.
- (7) If arrangements are made with the duty officer of MCDEM, the national warning system is available to issue warnings with respect to hazards for which warning arrangements are decided and maintained by other responsible agencies.

<b>Plan Appendix 1: National warnings</b>		cls 60(4), 62(5)
Civil defence emergency management hazards for which national warnings can be issued		
<b>Hazard</b>	<b>Responsible agency</b>	<b>Support agency or agencies</b>
Severe weather	MetService	MCDEM, Ministry of Health, CDEM Groups, police, fire service, and nominated radio and TV
Earthquake	Institute of Geological and Nuclear Sciences Limited	MCDEM, Ministry of Health, CDEM Groups, and fire service
Volcanic unrest/ eruption	Institute of Geological and Nuclear Sciences Limited	MCDEM, Ministry of Health, CDEM Groups, police, and fire service
Tsunami	MCDEM	Ministry of Health, CDEM Groups, police, fire service, and nominated radio and TV
Note: National warnings can be issued via the national warning system for any type of hazard.		

## 19.4. Operational arrangements

### 19.4.1. National warning system

MCDEM issues national warning messages when an event provides sufficient risk to people and/or property, and may result in an emergency.

A national warning message is issued to the CDEM sector who are to disseminate the information in accordance with their own arrangements.

National warning messages can be extended to other government agencies and lifeline utilities (provided they are in a position to receive the message and they maintain their registration with MCDEM) and/or radio and television for public broadcast.

The national CDEM warning system does not specify how organisations are to respond to national warning messages. It is the responsibility of national and local agencies receiving messages to maintain systems to receive, disseminate and respond to warning information generated through the national CDEM warning system.

**Figures 19.1** and **19.2** illustrate the national warning system.

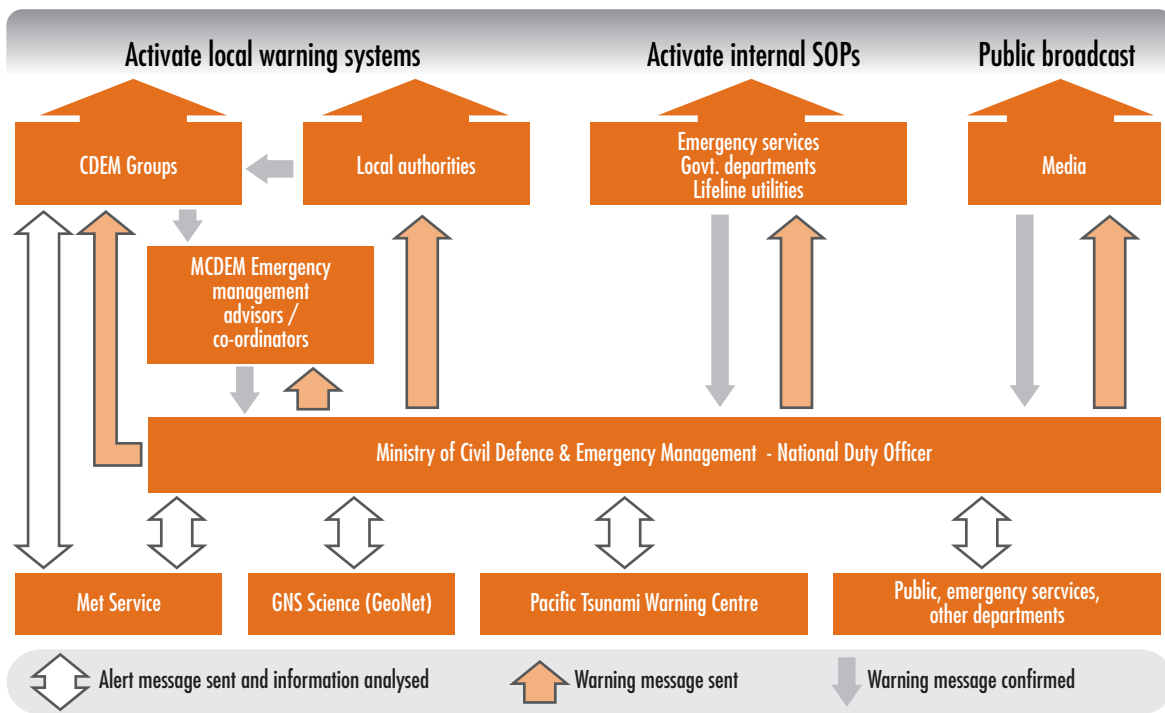


Figure 19.1: National warning system notification and confirmation flow paths.

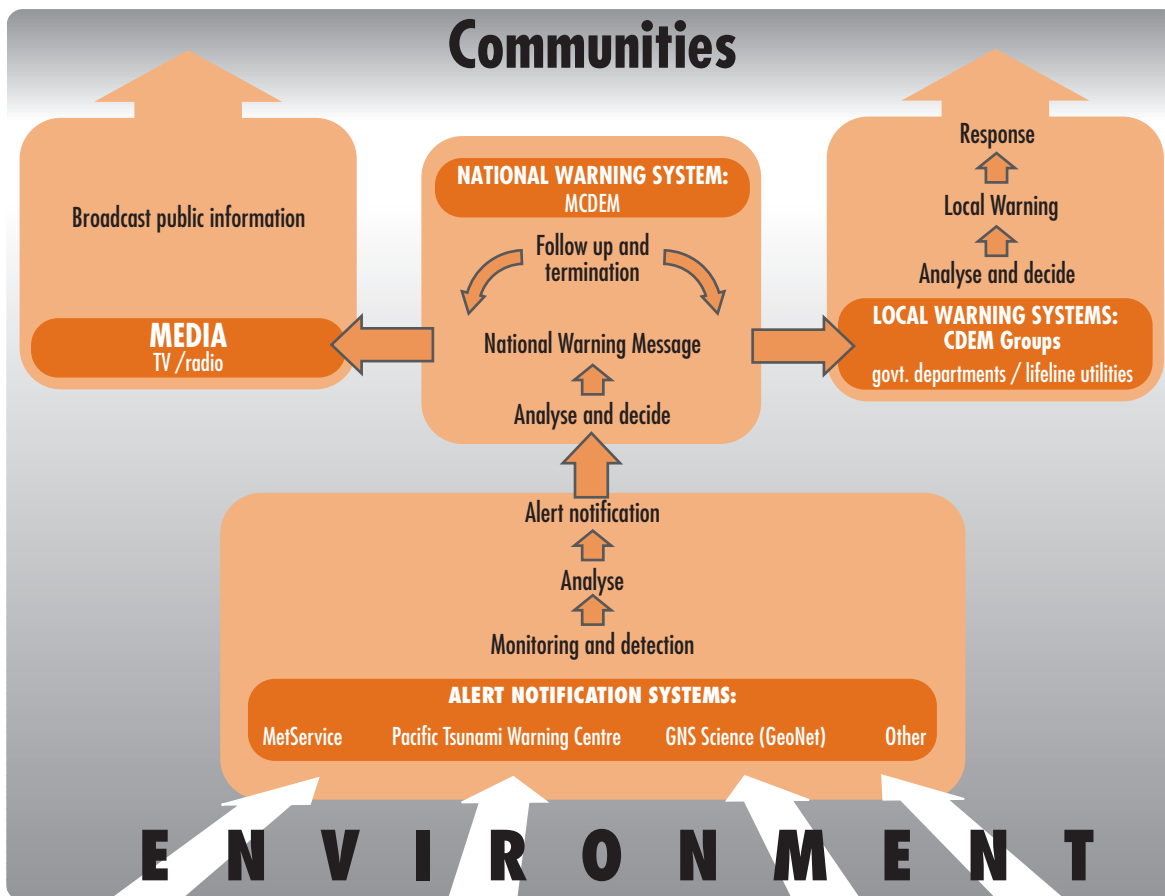


Figure 19.2 illustrates the national warning system communications flow.

## 19.4.2. Recipients of national warning messages

### CDEM sector:

- ◆ Ministry of Civil Defence & Emergency Management;
- ◆ CDEM Groups and members;
- ◆ New Zealand Police;
- ◆ New Zealand Fire Service (NZFS);
- ◆ Ministry of Health (MoH).

### Other organisations:

- ◆ Department of the Prime Minister and Cabinet (DPMC)
- ◆ Reserve Bank of New Zealand;
- ◆ Maritime New Zealand and Civil Aviation Authority (CAA), via Rescue Co-ordination Centre New Zealand (RCCNZ) and Maritime Operations Centre: Distress & Safety
- ◆ Airways Corporation of New Zealand;
- ◆ GNS Science;
- ◆ MetService;
- ◆ Lifeline utilities that maintain their registration with MCDEM.

### Public broadcasters:

Under the terms of the Memorandum of Understanding for requests for broadcast (see section 22, Public information management), the MCDEM public information manager contacts the following:

- ◆ Radio New Zealand (FM, AM, SW);
- ◆ Specific commercial radio networks:
  - ◆ Classic Hits (FM)
  - ◆ Newstalk ZB (FM, AM)
  - ◆ More FM (FM)
  - ◆ Radio Live (FM)
- ◆ TVNZ;
- ◆ TV3.

## 19.4.3. Standards for CDEM recipients

Effective delivery of national warning messages is dependent on CDEM sector recipients meeting the performance standards specified in **Table 19.1**.

(Delivery is also dependant on the public telecommunication infrastructure underpinning the warning system(s) being functional at the time.)

**Table 19.1** Criteria for receiving national warning messages

<b>Output</b>	<b>Performance standard</b>
Staff availability	A minimum of one person on duty all hours (24 hours, 7 days a week)
Capability to receive warnings	All hours.
Maintenance of communication systems	Landline telephone or cell phone, fax and / or email accessible to duty person at all hours. Internet connection within 30 minutes.
Acknowledgement of receipt of warnings	Within 30 minutes (all hours) by a person who has the executive authority to act on the warning message.
Actioning of warnings	Procedures are in place to facilitate an effective response to warnings.
Contact particulars	Duty telephone, fax, email and text message particulars in national warning system contact lists are correct.
Participation in national warning message tests	Participate in all tests (4 per year).

#### **19.4.4. Monitoring and review**

Procedures for the dissemination and receipt of national warning messages are subject to continuous review and improvement through consultation with recipients.

Changes to procedures do not become effective until approved by the Director of Civil Defence Emergency Management. All recipients are to receive sufficient notification (at least one month) before any changes take effect.

#### **19.4.5. Testing**

MCDEM is to send a quarterly national warning test message to all recipients:

- ◆ two of these tests are to be conducted after normal working hours (normal working hours being 0800–1700 Monday to Friday, statutory holidays excluded);
- ◆ recipients are required to respond to acknowledge receipt of test messages as they would for the issue of national warning messages (see 19.5, Procedures for the issue of national warning messages);
- ◆ test messages are not published on the MCDEM website, nor are they followed up by a warning cancellation message;
- ◆ tests are conducted without prior notice, and afterwards a report is compiled and disseminated to all participants.

Participants are encouraged to use national warning message tests to test/exercise their own local or departmental warning arrangements.

#### **19.4.6. Contact lists**

MCDEM maintains lists of all recipients' contact particulars. Contact lists are sent to all recipients on a quarterly basis for them to check particulars. All recipients are required to forward changes of contact particulars to MCDEM as they occur.

## **19.5. Procedures for the issue of national warning messages**

### **19.5.1. MCDEM**

After being instructed by the Director of CDEM or the National Controller to issue a national warning message, the MCDEM National Duty Officer:

- ◆ sends a warning message by fax and email to those on the national CDEM warning system contact lists; and an SMS text notification to recipients' cell phones/pagers;
- ◆ contacts the MCDEM emergency management advisers (EMAs) and advises that a warning has been issued;
- ◆ sends a fax to the three Police communications centres requesting them to advise all Police districts of the warning and to be ready to respond to requests from CDEM Groups to follow up any local authority that does not acknowledge receipt of the warning;
- ◆ calls the Police communications centres by phone to alert them to this fax;
- ◆ if required, sends a request for broadcast message to the listed public broadcasters;
- ◆ sends updates with further information or a cancellation of warning via the same system (not applicable for tests).

The MCDEM communications unit publishes all warning messages and updates (not applicable for tests) on the MCDEM website ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).

### **19.5.2. Local authority members of CDEM Groups**

Upon receipt of the warning message, local authority members are to contact their CDEM Group within 30 minutes and confirm receipt of the message.

### **19.5.3. CDEM Groups**

If no confirmation is received from a local authority within 30 minutes, the Group is to contact the local authority to confirm receipt. If it is not possible to make contact, the local Police are to be asked to investigate.

CDEM Groups must report receipt of the message by all CDEM Group members back to the relevant MCDEM EMA or to the MCDEM National Duty Officer within one hour.

### **19.5.4. MCDEM EMAs**

- ◆ Call the relevant CDEM Groups to ensure they have received the message.
- ◆ Receive confirmation reports from CDEM Groups as above.
- ◆ Report completion of process back to the MCDEM National Duty Officer.

### **19.5.5. Police communications centres**

- ◆ Confirm receipt of message to the MCDEM National Duty Officer within 30 minutes (contact number contained in message).
- ◆ Advise Police districts and key Police stations.
- ◆ Report completion of communication with Police districts and key stations back to the MCDEM National Duty Officer.

#### **19.5.6. Police districts and key Police stations**

- ◆ Respond to requests from CDEM Groups to contact councils which have not acknowledged receipt of warning and could not be reached for confirmation.

#### **19.5.7. New Zealand Fire Service**

- ◆ Confirm receipt of message to the MCDEM National Duty Officer within 30 minutes (contact number contained in message).
- ◆ Advise key fire stations.

#### **19.5.8. Ministry of Health**

- ◆ Confirm receipt of message to the MCDEM National Duty Officer within 30 minutes (contact number contained in message).
- ◆ Advise district health boards (DHBs) as appropriate.

#### **19.5.9. Rescue Co-ordination Centre New Zealand**

- ◆ Confirm receipt of message to the MCDEM National Duty Officer within 30 minutes (contact number contained in message).
- ◆ Advise Maritime NZ and Civil Aviation Authority.

#### **19.5.10. Maritime Operations Centre: Distress & Safety**

- ◆ Confirm receipt of message to the MCDEM National Duty Officer within 30 minutes (contact number contained in message).
- ◆ If requested to, broadcast warning to mariners.

#### **19.5.11. Airways Corporation (Christchurch)**

- ◆ Confirm receipt of message to the MCDEM National Duty Officer within 30 minutes (contact number contained in message).
- ◆ Advise airports.

#### **19.5.12. Radio/television broadcasters**

- ◆ Confirm and verify receipt of request of broadcast with the MCDEM National Duty Officer within 30 minutes (contact number contained in message) and establish a line of communication for updates. For verification of the information, if the call is answered by a call centre operator, the caller must ask the operator to connect them to the National Duty Officer.
- ◆ Broadcast the message in accordance with section 22, Public information management.

#### **19.5.13. Other recipients**

- ◆ Confirm receipt of message to the MCDEM National Duty Officer within 30 minutes (contact number contained in message).

#### **19.5.14. All recipients**

When the National Duty Officer is called, the call may be answered by a call centre operator. Callers are to leave their name, organisation and contact number with the answer service operator. The answer service collates all confirmations and sends them to the MCDEM National Duty Officer.



## 19.6. Specific hazards

A number of agencies are entrusted with the responsibility of issuing or supporting the issue of warnings or alerts for specific hazards at the national level.

Warnings or alerts for specific hazards are issued in accordance with the actions set out below.

### 19.6.1. Severe weather

Lead agency: MetService

Support agencies: MCDEM, Radio New Zealand and local radio stations,

Warning scope/content: Pre-event

MetService is the official source of meteorological warnings in New Zealand. A formal agreement exists between MetService and the Minister of Transport that specifies the requirements. These include:

#### Severe weather warnings

Produced whenever there is an expectation of widespread heavy rain, heavy snow or severe gales in the next 24 hours. Sent to MCDEM, CDEM Groups, Police, Transpower controllers and the media. Other users are encouraged to subscribe free of charge to an automatic emailing list (see [www.metservice.co.nz](http://www.metservice.co.nz)).

MCDEM reacts to severe weather warnings by checking on CDEM readiness with the relevant CDEM Group/region when it is apparent that an extraordinary event is forecast.

#### Severe weather watches

Produced whenever there is an expectation that conditions may deteriorate to those requiring the issue of a severe weather warning after the immediate 24-hour period but within 48 hours. A watch may also be issued for the immediate 24-hour period if there is a high level of uncertainty.

Sent to MCDEM, CDEM Groups, Police and the media. Other users are encouraged to subscribe free of charge to automatic emailing lists (on [www.metservice.co.nz](http://www.metservice.co.nz)).

#### Severe weather outlook

Produced whenever there is a risk of heavy rain, heavy snow or severe gales occurring in the 3–6-day period. Published on the MetService website (see [www.metservice.co.nz](http://www.metservice.co.nz)).

#### Severe convection and thunderstorm outlook

Produced whenever there is a threat of severe local storms resulting in torrential downpours, large hail, accumulations of hail and sudden damaging wind gust. Published on the MetService website (see [www.metservice.co.nz](http://www.metservice.co.nz)).

#### Special weather advisories

Produced whenever a weather event is likely to cause significant disruption to the general public or specific industry groups within the following 48 hours but does not meet the criteria for issuing a severe weather warning. Sent to specific users, including the media. Other users are encouraged to subscribe free of charge to automatic emailing lists (see [www.metservice.co.nz](http://www.metservice.co.nz)).

### Road snowfall warnings

Produced whenever there is a likelihood of snow settling and causing disruptions within the next 24 hours on the following roads: Desert Road, Rimutaka Hill Road, Lewis Pass, Arthur's Pass, Porters Pass, Lindis Pass and the Milford Road. Sent directly to roading contractors and local authorities, as specified under the Ministry of Transport/MetService contract (see [www.metservice.co.nz](http://www.metservice.co.nz)).

### Heavy swell and storm surge warnings

Heavy swell warnings and storm surge warnings are sent to MCDEM and CDEM Groups to take appropriate action.

## 19.6.2. Earthquake

Lead agency: GNS Science  
Support agencies: MCDEM; Police; Earthquake Commission (EQC);  
Foundation for Research, Science and Technology (FRST).  
Warning scope/content: Post-event

While no means exist for forewarning of earthquake events, GNS Science through its GeoNet Project is the national source of earthquake monitoring and notifications. These notifications can assist with assessing likely consequences to inform response actions. GNS Science also provides information to other agencies and the media (on [www.geonet.org.nz](http://www.geonet.org.nz)).

GeoNet notifies MCDEM and subscribers of all felt earthquakes through earthquake reports, delivered within 60 minutes of the event. For earthquakes of magnitude >5.5 and depth <50km, or maximum felt intensity of MMVI<sup>1</sup> and higher, MCDEM checks on damage levels in the impacted areas. Where the impact seems significant, MCDEM notifies the CDEM Groups, local authorities, and agencies that maintain registration with MCDEM for national warnings.

## 19.6.3. Volcanic unrest or eruption

Lead agency: GNS Science  
Support agencies: MCDEM, Police FRST  
Warning scope/content: Pre- and post-event

### Volcanic unrest

GNS Science through its GeoNet Project is the national source of volcanic monitoring and alerts. GNS Science (GeoNet) notifies MCDEM of any change in volcanic alert level status (refer to **Annex 19.A.**) through volcanic alert bulletins. MCDEM forwards this information to potentially affected local authorities and CDEM Groups (see **table 19.2**). GNS Science (GeoNet) also provides information to other agencies and the media (on [www.geonet.org.nz](http://www.geonet.org.nz)).

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<sup>1</sup> Modified Mercalli scale of earthquake intensity, level VI

**Table 19.1 Alerts on frequently active volcanoes**

<b>Volcano</b>	<b>CDEM Groups Notified</b>
White Island	Bay of Plenty
Tongariro–Ngauruhoe Ruapehu	Gisborne Hawkes Bay Horizons–Manawatu Waikato Auckland
Kermadecs	Northland Auckland Waikato Bay of Plenty

Alerts on any of the remaining (reawakening) volcanoes are initially disseminated nationally and then scaled down to potentially affected CDEM Group areas as necessary.

#### **Eruption imminent/occurred**

MCDEM receives alerts from GNS Science (GeoNet) in the same way as for volcanic unrest. MCDEM disseminates these to all Groups, local authorities and agencies that maintain registration with MCDEM for national warnings. In consultation with GNS Science (GeoNet) advisors and if deemed appropriate, MCDEM issues a warning via the national CDEM warning system.

### **19.6.4. Tsunami**

#### **Tsunami–Distant Source (Pacific)**

Lead agency: MCDEM

Support agencies: Pacific Tsunami Warning Centre (PTWC), GNS Science, National Institute of Water and Atmospheric Research (NIWA), CDEM Groups, Police, media

Warning scope/content: Pre- and post-event

New Zealand is a member of the International Co-ordination Group for the Pacific Tsunami Warning and Mitigation System (ICG/PTWS) under the Intergovernmental Oceanographic Commission (IOC) of UNESCO. The Pacific Tsunami Warning Centre in Hawaii is the PTWS operations centre from where the Pacific is monitored for tsunami and information disseminated to members.

MCDEM receives tsunami information bulletins, watches or warnings from the PTWC for earthquakes and tsunami originating in the Pacific. The same messages are also sent to:

- ◆ Airways Corporation in Christchurch (via the Aeronautical Fixed Telecommunication Network (AFTN) network);
- ◆ MetService in Wellington (via the World Meteorological Organisation (WMO) network);
- ◆ GNS Science (GeoNet).

Note that Airways Corporation and MetService are required to confirm with the MCDEM duty officer that the message has been received.

The MCDEM duty officer gives immediate consideration to all messages received from

the PTWC by applying standard criteria related to the locality, magnitude and depth of the earthquake in question and consults science advisors through GNS Science (GeoNet).

Depending on assessment of the information, a recommendation is made to the National Controller or Director of CDEM and at their direction MCDEM issues a tsunami advisory or warning message via the national warning system. Apart from the information received from the PTWC, such messages also include any local interpretations or considerations as well as an indication of whether public broadcasters are requested to broadcast warnings/information. Cancellations ('all clear') messages are sent via the same procedure.

Follow-up information and confirmation may be sent via normal NCMC situation reports.

CDEM Groups activate their respective local warning systems in response to a tsunami warning issued by MCDEM and decide on appropriate further action. Decisions about local responses are encouraged to be made in consultation with the National Controller.

#### **Definitions:**

- ◆ PTWC tsunami bulletin: 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: 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: 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.

#### **Tsunami – Regional and Distant Source (Other than Pacific)**

Lead agency: MCDEM, CDEM Groups  
Support agencies: PTWC, GNS Science, NIWA, Police, media  
Warning scope/content: Pre- and post-event

No formal tsunami warning capability exists for tsunami generated in seas around New Zealand other than the Pacific. MCDEM receives earthquake notifications from GNS Science and the PTWC and may, subject to application of certain criteria and consultation with appointed advisors, issue a tsunami watch or warning based on the seismological and historical data available. NIWA or GNS Science (GeoNet) provides confirmation of sea level changes. The same principles as above (Pacific) apply, noting reduced time lines.

#### **Tsunami–Local Source**

Lead agency: CDEM Groups  
Support agencies: MCDEM, PTWC, GNS Science, NIWA, Police, media  
Warning scope/content: Pre- and post-event

The closeness of the tsunami and its speed combine to give very little time for meaningful warnings to the areas closest to the source. Proper public education is

therefore the principle preparedness measure for local source tsunami.

However, as the tsunami propagates along the coast to other regions (depending on its nature), warnings to other parts of New Zealand may still be meaningful and may be issued via the national warning system (as above).

MCDEM receives earthquake notifications from GNS Science and checks with the relevant CDEM Group/region on the potential impact areas via appropriate communication means. NIWA or GNS Science (GeoNet) provides confirmation of sea level changes.

The PTWC is to call the MCDEM duty officer when an earthquake ( $M > 6.5$ ) in the New Zealand region potentially capable of generating a tsunami, is detected by their monitoring systems. The PTWC is to also issue a tsunami information bulletin.

## 19.7. References and links

### Other sections of the Guide

- ◆ Section 22, Public information management

### Other documents

- ◆ MCDEM National Duty Officer Standard Operating Procedures

## Annex 19.A. Volcanic alert levels

Indicative phenomena for the various alert levels of both active and reawakening volcanoes.

<i>Frequently active cone volcanoes</i> <i>White Island, Tongariro-Ngauruhoe, Ruapehu, Kermadecs</i>		<b>SCIENTIFIC ALERT LEVEL</b>	<i>Reawakening volcanoes</i> <i>Northland, Auckland, Mayor Island, Rotorua, Okataina, Taupo, Egmont/Taranaki</i>	
<b>Volcano status</b>	<b>Indicative phenomena</b>		<b>Indicative phenomena</b>	<b>Volcano status</b>
Usual dormant, or quiescent state	Typical background surface activity, seismicity, deformation and heat flow at low levels.	0	Typical background surface activity; deformation, seismicity, and heat flow at low levels.	Usual dormant, or quiescent state.
Signs of volcano unrest	Departure from typical background surface activity.	1	Apparent seismic, geodetic, thermal or other unrest indicators.	Initial signs of possible volcano unrest. No eruption threat.
Minor eruptive activity	Onset of eruptive activity, accompanied by changes to monitored indicators.	2	Increase in number or intensity of unrest indicators (seismicity, deformation, heat flow and so on).	Confirmation of volcano unrest. Eruption threat.
Significant local eruption in progress	Increased vigour of ongoing activity and monitored indicators. Significant effects on volcano, possible effects beyond.	3	Minor steam eruptions. High increasing trends of unrest indicators, significant effects on volcano, possible beyond.	Minor eruptions commenced. Real possibility of hazardous eruptions.
Hazardous local eruption in progress	Significant change to ongoing activity and monitoring indicators. Effects beyond volcano.	4	Eruption of new magma. Sustained high levels of unrest indicators, significant effects beyond volcano.	Hazardous local eruption in progress. Large-scale eruption now possible.
Large hazardous eruption in progress	Destruction with major damage beyond volcano. Significant risk over wider areas.	5	Destruction with major damage beyond active volcano. Significant risk over wider areas.	Large hazardous volcanic eruption in progress.

# 20. National Crisis Management Centre

## Summary

A National Crisis Management Centre (NCMC) has been established by Government and can be used by MCDEM when it is the lead agency for a civil defence emergency.

The section contents are:

20.1.	Functions of the National Crisis Management Centre.....	1
20.2.	Principles of NCMC activation.....	1
20.3.	MCDEM uses NCMC to manage civil defence emergencies .....	2
20.4.	Operational arrangements.....	3
20.4.1.	Procedures .....	3
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## 20.1. Functions of the National Crisis Management Centre

### *National Crisis Management Centre*

#### **63 Functions of National Crisis Management Centre (NCMC)**

- (1) NCMC facilitates a whole-of-government response in support of government crisis management arrangements by providing a secure, centralised facility for information gathering and information management, strategic-level oversight, decision making, and co-ordination of national responses.
- (2) NCMC may include or support the operational management facilities of a lead agency's response arrangements.

## 20.2. Principles of NCMC activation

#### **64 Principles of NCMC activation**

- (1) Following notification or warning of a civil defence emergency, national agencies with lead roles are to act in support of government crisis management arrangements at a speed and to a level commensurate with the threat. Emergencies requiring a whole-of-government response may require activation of NCMC by ODESC on the recommendation of the responsible lead agency for this purpose.
- (2) Agencies with supporting roles are to examine the nature of the emergency or threat and activate their emergency arrangements in co-ordination with the lead agency. These agencies may be required to provide ad hoc or full-time representation and support at NCMC. This representation can form part of formal procedures for particular types of events or be provided at the request of the lead agency.
- (3) Activation of NCMC in support of government crisis management arrangements or for the purpose of operational management may occur with or without the existence or need for any form of emergency declaration.
- (4) ODESC is responsible for the general management, development, and maintenance of NCMC. ODESC has delegated day-to-day responsibilities for this to MCDEM. NCMC is kept in a constant state of readiness for activation by a lead agency.

## 20.3. MCDEM uses NCMC to manage civil defence emergencies

<p><b>65 MCDEM uses NCMC to manage civil defence emergencies</b></p> <p>(1) MCDEM uses NCMC to—</p> <p>(a) manage existing or potential—</p> <p>(i) national emergencies; or</p> <p>(ii) civil defence emergencies of national significance; and</p> <p>(b) support CDEM Groups in their management of local civil defence emergencies.</p> <p>(2) NCMC is used to gather, collate, assess and produce information, direct response operations and support, issue public information and conduct media liaison, inform and advise the Government, and, where required, co-ordinate government and non-government resources.</p> <p>(3) The nature of the civil defence emergency determines the level of activation. NCMC may operate in any of the modes indicated in Appendix 2.</p> <p>(4) Activating NCMC for a civil defence emergency necessarily involves links with—</p> <p>(a) CDEM Group EOCs; and</p> <p>(b) support agencies; and</p> <p>(c) national lifeline utilities.</p> <p>(5) The primary support agencies in NCMC for civil defence emergencies include—</p> <p>(a) the Ministry of Health; and</p> <p>(b) the Ministry of Social Development; and</p> <p>(c) the Ministry of Agriculture and Forestry; and</p> <p>(d) the Ministry of Foreign Affairs and Trade; and</p> <p>(e) the New Zealand Defence Force (Joint Forces Headquarters); and</p> <p>(f) the New Zealand Fire Service (urban and rural); and</p> <p>(g) the New Zealand Police.</p>
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<b>Plan Appendix 2: NCMC modes</b>		cl 65(3)
<b>Mode</b>	<b>Roles</b>	<b>Scale</b>
1 Monitor	Monitor and assess incidents that may lead to a state of local emergency.  Monitor and assess local emergencies.	Standby. Minimal staffing to monitor impending or actual event.  Other staff on standby. Support agencies notified.
2 Engage	In addition to monitoring activities: collect, analyse, and disseminate information on emergencies; report to/advise government; provide public information service.	Standby. Increased staffing. Support agencies kept informed.
3 Assist	In addition to interaction activities: process/co-ordinate requests for support from regional and local organisations.	Partial to full staffing. NCMC fully operational. All supporting agencies activated.
4 Manage	Collect, analyse, and disseminate information on emergency (including the provision of a public information service).  Control the overall response.  Co-ordinate logistical support, including aid from overseas and international liaison. Report to/advise government.	Significant emergency. Full staffing.  NCMC fully operational.  All MCDEM staff committed. All supporting agencies activated.



## 20.4. Operational arrangements

### 20.4.1. Procedures

The NCMC operating procedures for a civil defence emergency are described in the MCDEM standard operating procedures for:

- ◆ NCMC activation;
- ◆ NCMC access;
- ◆ NCMC operations;
- ◆ Capability response and recovery.

MCDEM operations in the NCMC are based on the Co-ordinated Incident Management System (CIMS).

### 20.4.2. CDEM Groups

When the NCMC is activated, relevant CDEM Group emergency operations centres (EOCs) may also be activated.

If not already activated, CDEM Groups may be requested by the National Controller to activate their EOCs.

Links with relevant CDEM Groups and support agencies are established and maintained in accordance with NCMC activation and operations procedures.

### 20.4.3. NCMC support agencies

When MCDEM is operating the NCMC for a civil defence emergency, the following agencies may assist:

- ◆ Civil Aviation Authority;
- ◆ Department of Building and Housing;
- ◆ Department of Conservation;
- ◆ Department of Labour;
- ◆ Earthquake Commission;
- ◆ GNS Science;
- ◆ Housing New Zealand Corporation;
- ◆ Inland Revenue Department;
- ◆ Land Information New Zealand;
- ◆ Land Transport New Zealand;
- ◆ Maritime New Zealand;
- ◆ Ministry of Agriculture and Forestry;
- ◆ Ministry for the Environment;
- ◆ Ministry of Economic Development;
- ◆ Ministry of Education;
- ◆ Ministry of Foreign Affairs and Trade;
- ◆ Ministry of Health;
- ◆ Ministry of Social Development;
- ◆ Ministry of Transport;
- ◆ National Institute of Water and Atmospheric Research Ltd;

- ◆ New Zealand Customs Service;
- ◆ New Zealand Defence Force (Joint Forces Headquarters);
- ◆ New Zealand Fire Service (urban and rural);
- ◆ New Zealand Meteorological Service Ltd;
- ◆ New Zealand Police;
- ◆ OnTrack;
- ◆ Transit New Zealand;
- ◆ Transpower New Zealand Ltd;
- ◆ Treasury;

plus lifeline utilities as specified in Schedule 1 of the CDEM Act.

#### 20.4.4. NCMC contact numbers

NCMC:	(04) 494 6900
Fax:	(04) 473 9596
Operations desk:	(04) 494 6914
Email:	operations@ncmc.govt.nz
Satellite ph:	881621 465606
HF radio:	ZKHQ on frequency 3351 (National night)
	5386 (National day)
	5389 (Northern day)
	5383 (Central day)
	5407 (Southern day)

## 20.5. References and links

### Other sections of the Guide

- ◆ Section 3, Statutory basis for national management of an emergency
- ◆ Section 13, Readiness
- ◆ Section 14, Co-ordinated incident management system
- ◆ Section 15, Public education
- ◆ Section 16, Professional development
- ◆ Section 17, Exercise programmes
- ◆ Section 18, Response
- ◆ Section 25, Recovery

### Other documents

- ◆ National Crisis Management Centre Programme Charter
- ◆ National Crisis Management Centre User Guide
- ◆ MCDEM Operating Procedures for:
  - ◆ NCMC activation;
  - ◆ NCMC access;
  - ◆ NCMC operations;
  - ◆ Capability response and recovery.

# 21. Emergency information management

## Summary

Information is required for CDEM and needs to be timely, relevant, consistent and reliable. Wherever possible 'business as usual' systems for communication are to be used.

The section contents are:

21.1. Objective.....	1
21.2. Context .....	1
21.3. Principles .....	1
21.4. Operational arrangements.....	2
21.5. References and links .....	3

### 21.1. Objective

#### *Emergency information management*

##### **66 Objective**

- (1) The objective is to promote the effective management and exchange of information to aid decision making, support, and communication.
- (2) Information needs to be timely, relevant, consistent, and reliable. It is understood that information may not, owing to the circumstances, be absolutely accurate, but it will be based on the best data available at the time.

### 21.2. Context

##### **67 Context**

- (1) Emergency information management supports decision making before, during, and after a civil defence emergency. The delivery of an appropriate and timely response requires effective and efficient information management.
- (2) Information may be presented as—
  - (a) hazard and risk status information:
  - (b) readiness information including resources and assets:
  - (c) emergency impact assessments:
  - (d) incoming and outgoing situation reports and response messages:
  - (e) recovery status information:
  - (f) management information such as contact lists or standard operating procedures:
  - (g) reports, briefings, public notices, and media releases.

### 21.3. Principles

##### **68 Principles**

- (1) The following principles for the management of information in civil defence emergencies are recommended:
  - (a) use business-as-usual systems; and
  - (b) use business-as-usual baseline information supplied from and maintained by the responsible agencies; and

- (c) maintain local copies of the baseline information in case access to distributed data is disrupted; and
  - (d) augment the business-as-usual information with information for the event, exchanged between the responding agencies; and
  - (e) use normal communication methods and additional emergency communications methods in the order of their availability and effectiveness at the time, namely—
    - (i) the Internet; and
    - (ii) fax; and
    - (iii) voice communication (for example, telephone, satellite phone, or radio); and
    - (iv) courier; and
  - (f) conform, where practical, to equivalent business-as-usual practice and national standard specifications; and
  - (g) use interoperable data standards; and
  - (h) use business continuity principles (for example, emergency recovery, off-site backup, multiple (redundant) telecommunication paths); and
  - (i) ensure information is appropriately secured.
- (2) To ensure that consistent information is available to support decision making at the national level, the following must occur:
- (a) the relevant territorial authority gives situation reports to the CDEM Group; and
  - (b) the affected CDEM Groups, along with emergency services communications centres, report the situation to the National Controller (or, in the absence of the National Controller, to the Director); and
  - (c) the National Controller (or, in the absence of the National Controller, the Director) provides appropriate consolidated reports, when appropriate, to—
    - (i) the Minister; and
    - (ii) ODESC; and
    - (iii) CDEM Groups; and
    - (iv) emergency services communications centres; and
    - (v) other responding agencies.
- (3) Relevant government security standards and policies should be followed.
- (4) When forwarding information to the National Controller, CDEM Groups complete the national-level information template (further detail is in *The Guide*).

Refer to section 20, National Crisis Management Centre for NCMC contact numbers and other details on communication mechanisms during an emergency.

## 21.4. Operational arrangements

Core emergency information needs to be captured and reported in a consistent manner and should encompass the following general classifications:

- ◆ overview of the scale of the event (impacts on people; geographic location and extent of impacts; impacts on infrastructure and lifelines; financial impacts);
- ◆ event status – to inform the response management and initial recovery planning;

- ◆ people issues (displaced, missing, injured, dead), including foreign nationals;
- ◆ physical impacts, including status of community infrastructure (hospitals, medical centres, rest homes, and special care facilities; welfare agencies; educational institutions; commercial infrastructure including financial infrastructure, post, and courier functions);
- ◆ community response status;
- ◆ housing and property status;
- ◆ transport route status;
- ◆ lifeline utilities status;
- ◆ environmental status.

## **21.5. References and links**

### **Other sections of the Guide**

- ◆ Section 20, National Crisis Management Centre



# 22. Public information management

## Summary

In an emergency, the effective delivery of public information is critical. Timely, accurate information supports emergency response and recovery, and ensures that members of the public take appropriate actions to protect themselves.

The section contents are:

22.1. Purpose .....	1
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22.3. Principles .....	2
22.4. National roles .....	2
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## 22.1. Purpose

### *Public information management*

#### **69 Purpose**

- (1) Public information management assists effective leadership and decision making and supports a sense of confidence during an emergency by—
  - (a) ensuring that those who need information in a civil defence emergency get it, and that those who provide public information do so in a timely and accurate manner; and
  - (b) building public confidence in a responsible, competent operation that has made all reasonable efforts to inform and protect the community; and
  - (c) promoting the effective management of public information between government agencies, CDEM Groups, emergency services, lifeline utilities, the media, and the public.
- (2) The target audiences of public information are the agencies that disseminate public warnings and information, or contribute to response and recovery.
- (3) The ultimate audience includes all people directly or indirectly affected by the emergency.
- (4) The detail of public information management is provided in *The Guide*.

## 22.2. Scope

### 70 Scope

- (1) Public information management is necessary before, during, and after a civil defence emergency.
- (2) Public information management deals with—
  - (a) media liaison: a two-way relationship with links to broadcast, print, and other media for prior planning and dissemination of warnings and exchange of information before, during, and after an event; and
  - (b) dissemination: collation of information, assessment, and provision of advice to people affected by a civil defence emergency, either through mass media, information centres, or call centre operations.

## 22.3. Principles

### 71 Principles

The principles underpinning management of public information at a national level are:

- (a) before a civil defence emergency, news media representatives and public information managers of lead agencies will have established a working relationship and an understanding of each other's expectations during a civil defence emergency; and
- (b) in a civil defence emergency, dependable, accurate, and timely information should be provided to accredited media to help the gathering and dissemination of news and information; and
- (c) each agency that manages public information during a civil defence emergency should act according to a well-developed and tested public information management plan; and
- (d) national agencies and CDEM Groups may pool personnel and resources to provide a professional and timely media liaison service.

## 22.4. National roles

### 72 National roles

- (1) In the response and recovery phases, MCDEM will manage public information in a national civil defence emergency and support CDEM Groups in local emergencies.
- (2) During a state of national emergency or a civil defence emergency of national significance, MCDEM will activate a public information cell in NCMC. This cell works with CDEM Groups, emergency services, and other national agencies to co-ordinate public information.
- (3) The National Controller will, as required, issue news releases and ensure MCDEM's website is kept up to date.
- (4) MCDEM will develop arrangements with national news media agencies to ensure effective and consistent broadcast of warnings and information.
- (5) The New Zealand Red Cross will provide, on request by the police, a national inquiry centre to answer inquiries about people in the impact area.



## 22.5. First steps in public information management procedures

In order to activate a public information management cell, or team, in the National Crisis Management Centre (NCMC), the National Controller is to:

- ◆ appoint a public information manager to oversee this function; and
- ◆ ensure sufficient staff and resources are available.

The responsibilities of the public information manager are to:

- ◆ oversee the management and monitoring of the media;
- ◆ oversee the release of public information from the NCMC;
- ◆ support public information managers in CDEM Groups and territorial authorities;
- ◆ coach and support NCMC spokespeople;
- ◆ maintain key relationships.

## 22.6. Government departments

When there is no emergency, government departments and agencies routinely make statements on matters relating to their own fields of interest. However, when there is an emergency, government departments and agencies are encouraged to liaise with the public information management team so that statements can be co-ordinated, made consistent and, if need be, prioritised.

## 22.7. Emergency services

As part of their routine work, emergency services often provide public information about hazards and incidents. Following a general 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.

Once an emergency is declared and the public information management team has been activated in the NCMC, emergency services information officers should liaise closely with the team. In this way, all information released is consistent and co-ordinated.

## 22.8. CDEM Groups

When there is a state of national emergency or emergency of national significance, CDEM Groups are encouraged to liaise with the public information management team so that statements can be co-ordinated, made consistent and, if need be, prioritised.

When there is a state of local emergency or a local event, CDEM Groups routinely make statements on matters relating to their own areas. In this case the public information management team will liaise closely with their counterparts within the affected CDEM Group(s).

## 22.9. National arrangements for broadcasting emergency announcements

MCDEM maintains a national warning system that makes sure that consistent and effective warnings are sent out via media networks.

The CDEM sector is clear that radio and television provide the best channels for the

dissemination of warnings and timely information to the public before, during and following an emergency. By working with radio and television, MCDEM can get the widest coverage practicable throughout New Zealand.

Under the National CDEM Plan, prior arrangements are in place with:

- ◆ National Radio (FM/AM);
- ◆ Radio New Zealand International (SW) – aimed at the Pacific as appropriate;
- ◆ Classic Hits (FM);
- ◆ Newstalk ZB (FM/AM);
- ◆ More FM (FM);
- ◆ Radio Live (FM);
- ◆ TVNZ;
- ◆ TV3.

MCDEM will maintain arrangements with other media for effective and consistent broadcast and dissemination of public warnings and related information that contribute to response and recovery.

Individual arrangements between local CDEM agencies and local broadcasters can also exist but are not covered within the National CDEM Plan.

### **22.9.1. 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:

- ◆ the National, Group or Local Controller; or
- ◆ the Director of Civil Defence Emergency Management.

Each request for the broadcast of an emergency announcement is to specify:

- ◆ the CDEM manager authorising it and how it can be confirmed/verified;
- ◆ that the request is for an emergency announcement.
- ◆ the nature and potential harm posed by the threat as well as relevant public safety information;
- ◆ the broadcast priority, which is either priority one for warning of an imminent threat, or priority two, for fore-warning of a threat.
- ◆ the areas affected;
- ◆ the areas the broadcast is to reach; and
- ◆ when the broadcast is to be made and over what period.

A template for a request for broadcast of an emergency announcement is attached as Annex 22.A.

### **22.9.2. Termination of broadcast**

Any request for the broadcast of an emergency announcement is to be closed off by a request to terminate broadcasting. This request is sent via the same procedures as when

initiating the request. A termination request requires confirmation/verification by the media network.

A template for termination of an emergency announcement is attached as Annex 22.B.

### **22.9.3. Broadcast priorities**

#### **Priority 1: An event of life-threatening or national significance**

First broadcast required immediately following verification of message, repeat every 15 minutes or as otherwise requested. Each individual broadcast is to be preceded by the official New Zealand civil defence alert, known as 'the Sting'. The information is to be repeated in news bulletins.

#### **Priority 2: An event of regional significance**

First broadcast required within 1 hour following verification of message, repeat every hour or as otherwise requested. Each individual broadcast is to be preceded by the official New Zealand civil defence alert, known as 'the Sting', if requested. The information is to be repeated in news bulletins.

### **22.9.4. Broadcast target areas**

#### **National relevance**

To be broadcast on all networks listed in Section 19 of the Guide; for threats with potential national impact or urgent regional threats that warrant national broadcast because of urgency, uncertainty of the exact area of impact or other reasons assessed by a CDEM manager.

#### **Regional relevance**

Only local broadcast required, national broadcast permitted. (Networks to attempt to match their broadcast footprint to the areas affected).

### **22.9.5. MCDEM responsibilities**

- ◆ Ensure that guidelines are drawn up in both detailed and summary formats to allow broadcasters to act immediately in response to the arrival of requests for broadcast. The details of these guidelines are to be produced in a small wall poster format for display in studios. These are to be dated and updated/replaced at least annually. Details are to be available online ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).
- ◆ Provide copies of the official CDEM alert to relevant networks.
- ◆ Agree on delivery mechanisms<sup>1</sup> for alerts and how to verify the identity of the requesting CDEM manager.
- ◆ Maintain a list of the contact particulars of the relevant networks.
- ◆ Audit the success of the arrangements through testing, exercising and real event applications.
- ◆ Make arrangements to obtain and keep recordings of broadcasts related to emergencies, including but not restricted to the broadcast of alerts and warnings.
- ◆ Maintain these arrangements and convene meetings to review them.

---

<sup>1</sup> For example, by email, fax, voice.

### 22.9.6. Network responsibilities (by agreement)

- ◆ Broadcast emergency announcements on the following national networks, or on local stations of the networks:
  - ◆ National Radio (FM/AM);
  - ◆ Radio New Zealand International (SW) ◆ aimed at the Pacific as appropriate;
  - ◆ Classic Hits (FM);
  - ◆ Newstalk ZB (FM/AM);
  - ◆ More FM (FM);
  - ◆ Radio Live (FM));
  - ◆ TVNZ;
  - ◆ TV3;
- ◆ Maintain arrangements to receive and action requests for broadcast of emergency announcements at all hours on the above networks.
- ◆ Provide contact details for the dissemination of requests for broadcast of emergency announcements to MCDEM.
- ◆ Television broadcasters to attempt to verify with the MCDEM public information manager related to a civil defence emergency but not included in a current Broadcast Request, prior to the broadcast.

## 22.10. References and links

### Other Guide sections

- ◆ Section 19, National CDEM warnings

### Other documents

- ◆ Ministry of Civil Defence & Emergency Management (2007) Public Information Management: Information for the CDEM Sector [IS9/07]; ISBN 0-478-25475-X ([www.civildefence.govt.nz](http://www.civildefence.govt.nz)).

## Annex 22.A. Request for broadcast

Issued on official agency letterhead

### REQUEST FOR THE BROADCAST OF AN EMERGENCY ANNOUNCEMENT

This is an official request for the broadcast of an Emergency Announcement in accordance with the Memoranda of Understanding between the Ministry of Civil Defence & Emergency Management and radio and television broadcasters.

Time/date

**Broadcast priority (indicate priority):**      **1**      **2**

Priority 1: An event of life-threatening or national significance.  
Broadcast at least every 15 mins.

Priority 2: An event of regional significance. Broadcast at least hourly.

Broadcast target areas:      National: .....  
   Regional: .....

Period of broadcast:      From (immediate/date & time) .....  
   To (date & time) .....

This request for an Emergency Announcement is made by (name of Civil Defence Manager)  
.....

Before broadcast, this message must be verified by the MCDEM Public Information Manager on  
.....

(Check box to confirm verification)

---

### EMERGENCY ANNOUNCEMENT

This is an official announcement for (insert affected area) .....  
issued by (insert name of authority) .....  
concerning (insert type of emergency).....

Brief Summary (may be used in this form by television), followed by more detailed release with details to be presented in a ready-to-read-form, including:

1. Nature of threat (what has happened).
2. When it happened.
3. Where it happened and what areas are under threat.
4. What has been done to date.
5. What is proposed to be done.
6. Public safety instructions/messages/directions.

This Emergency Announcement was issued by (name authority).....  
Stay tuned to this station for further information.

**Annex 22.B. Request for termination of broadcast**

**REQUEST TO TERMINATE THE BROADCAST OF AN  
EMERGENCY ANNOUNCEMENT**

Add time/date

This is an official request to terminate the broadcast of the Emergency Announcement issued in accordance with the Memoranda of Understanding between the Ministry of Civil Defence & Emergency Management and radio and television broadcasters.

(Details)

This request for Termination of an Emergency Announcement is authorised by (name of Civil Defence Manager) .....

Before broadcast, this message must be verified by the MCDEM Public Information Manager on .....

# 23. Mass evacuation

## Summary

Mass evacuation may be necessary during an emergency, if the preferred option of supporting people in situ is not advisable. In order to minimise the impact on people an evacuation is to be well planned and people kept informed and supported throughout the process.

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### 23.1. Objective and scope

#### 73 Objective and scope

- (1) If evacuation is required, the objective is to evacuate people in a timely, safe, and effective way.
- (2) In emergencies people are usually better off sheltering where they are, but evacuation must be considered when risks are too high and cannot be reduced.
- (3) Evacuation should take place only when the risk of staying in place is greater than the risk of shifting.
- (4) The type of evacuation is determined by the nature of the emergency and the circumstances of the people affected.
- (5) This plan does not include the evacuation of agricultural or stock animals.

### 23.2. Types of evacuation

#### 74 Types of evacuation

- (1) Evacuation can be pre- or post-event, voluntary or mandatory.

- (2) A pre-event evacuation occurs when the level of risk is uncertain and evacuation is recommended until the situation is contained.
- (3) Voluntary evacuation occurs when people choose to move, either without instructions or with instructions.
- (4) A mandatory evacuation takes place when the lead agency for the emergency directs that people must leave an area.

### 23.3. Principles of evacuation

#### 75 Principles of evacuation

- (1) As far as possible, evacuation and relocations should take place within a region. When one CDEM Group cannot accommodate its own evacuees, it should ask for and receive help from neighbouring areas. National agencies may give support, and the National Controller will co-ordinate the operation as appropriate.
- (2) For evacuations in civil defence emergencies of national significance, the decision to evacuate should be taken in consultation with the National Controller.

Evacuations can produce long-term negative effects, disrupting community cohesion, employment and economic continuity, and potentially adding to post-event stress. Therefore, evacuation is only to be undertaken as a last resort and done so in a well-managed and organised manner.

Evacuations may be small and limited in both the area and type of people to be evacuated, for example, precautionary – only for those with breathing or medical complications downwind of a potential threat; or mandatory – for all people in a given geographic area, for example, during a nearby volcanic eruption or as a precautionary measure because of a tsunami warning.

The principles and processes in this section are to be applied to all evacuations, irrespective of scale.

### 23.4. Local co-ordination

The procedures in this section are based on a philosophy of local evacuation and relocation within, then across CDEM Groups. These procedures are to be supported by national agencies and co-ordinated by the National Crisis Management Centre (NCMC) in conjunction with the lead CDEM Group.

CDEM Groups are responsible for planning for the evacuation of populations in their areas, and are to, as part of their risk reduction and readiness activities, perform relevant tasks referred to in this Guide in advance of any emergency. All evacuation arrangements are to be detailed in CDEM Group plans.

All agencies detailed in the CDEM Group plan should exercise local evacuation arrangements.



## 23.5. Shelter in place or evacuate

### 76 Deciding to shelter in place or evacuate

- (1) Sheltering in place should be considered as the first option, and specifically when—
  - (a) there has been significant disruption to transport; or
  - (b) going outside could expose people to hazardous contaminants.
- (2) Evacuation may need to be considered when 1 or more of the following conditions apply:
  - (a) personal safety is under continuing threat (for example, further volcanic eruptions are predicted or shelter against bad weather is inadequate):
  - (b) there are properties classified as unsafe or insanitary or both and there is a lack of suitable shelter or alternative accommodation:
  - (c) public health is gravely threatened (this will usually be as a result of serious, long-term disruption to water supplies or sewerage systems):
  - (d) food and water are not available, or available supplies are contaminated or non-potable and pose a risk to health:
  - (e) the burden of caring for people in the area is far greater than it would be if they were evacuated. This applies to certain groups (for example, tourist parties) more than to residents.

People generally fare better in crisis situations when they are familiar with their surroundings, so sheltering is to be considered as the first strategy to support the safety and welfare of people impacted by an emergency.

CDEM Groups, in conjunction with NCMC if applicable, are to decide on whether the at-risk population is to be evacuated or supported as they shelter in place.

## 23.6. Determine the scale and threshold for evacuation

Activation of evacuation procedures cannot be pre-determined by thresholds<sup>1</sup> because the circumstances for each event, such as speed of onset and unpredictability of its development, will determine the appropriate response strategy, as will the capacity of CDEM Groups and local emergency services.

## 23.7. Legal authority for evacuation

### Prior to declaration:

The New Zealand Fire Service (section 28 of the Fire Service Act 1975) and the Police, as a duty of care to protect life (refer Crimes Act 1961), have the legal authority to authorise evacuation of premises or places.

### Post declaration:

The Police and a CDEM Group Controller are authorised under section 86 (Evacuation of Premises and Places) of the CDEM Act to undertake evacuation of premises or places, with the National Controller able to exercise similar powers if required through sections 9 and 10 of the CDEM Act.

<sup>1</sup> For example, evacuate when 30 percent of the population is at risk.

## 23.8. Identifying evacuees

### 77 Identifying evacuees

- (1) Any communication of a decision to shelter or evacuate must clearly state to whom it applies.
- (2) The area to evacuate must be clearly identified, which will enable CDEM Groups and NCMC to estimate numbers to be evacuated and the resources needed to carry out the evacuation.
- (3) If possible, the identity and circumstances of evacuees should be recorded.

The Police and New Zealand Fire Service are to provide regular information updates on the status and scale of the event and the location of evacuees to enable CDEM Group(s) and the NCMC to accurately estimate the numbers of people affected<sup>2</sup>.

CDEM Group(s) (with NCMC) are to:

- ◆ map the known and forecasted extent of the emergency;
- ◆ consider demographics, and detail potential evacuees by number, including at-risk or vulnerable groups;
- ◆ trigger Memorandum of Understanding (MOU) for evacuation support from adjacent CDEM Group(s);
- ◆ share proposed evacuation data with adjacent CDEM Groups(s) and the NCMC (for further information, see section 21, Emergency information management).

Planning for the registration of evacuees is covered at 23.9.5.

## 23.9. Process for evacuation

### 78 Process for evacuation

The process for evacuation (including command, control, and co-ordination, public instructions, special categories of evacuees, security, and evacuee return) is contained in *The Guide*.

The process outlined in this section is to be addressed in CDEM Group evacuation plans:

- ◆ definition of conditions under which an evacuation may be necessary, and conditions under which it may be better to support people 'sheltering' (see clause 76(1) and (2) of the National CDEM Plan);
- ◆ pre-event identification of those at risk who may require evacuation;
- ◆ a clear chain of command, control and co-ordination, as well as designation of those authorised to order an evacuation;
- ◆ instructions to the media, public and businesses;
- ◆ procedures for assisting special categories of evacuees<sup>3</sup>;
- ◆ develop specific evacuation plans and procedures that address:
  - ◆ the circumstances of the emergency;

<sup>2</sup> The Guide excludes the evacuation or relocation of agricultural or stock animals, which are an animal welfare issue (See clause 48 of the National Civil Defence Emergency Management Plan Order 2005).

<sup>3</sup> For example, hospitals, care facilities, schools (children in school are to be cared for as specified in school emergency response plans).

- ◆ transportation;
- ◆ evacuation of specific locations;
- ◆ a means of accounting for evacuees;
- ◆ planning for welfare support for evacuees;
- ◆ security of evacuated areas;
- ◆ procedures for the return of evacuees.

### **23.9.1. Provide command, control, and co-ordination**

The public, CDEM Groups and support agencies involved in an evacuation process are to clearly understand who is in control. Emergency services alone cannot be expected to deal with a large-scale evacuation and relocation of residents. Such an event will require participation and co-operation between local authorities, emergency services, lifeline utilities and others.

In the event of a local evacuation, CDEM Groups are to initiate and co-ordinate the movement and relocation of evacuees. Evacuation is generally carried out by the Police or the New Zealand Fire Service.

Nationally directed evacuations are to be initiated and co-ordinated by the National Controller in conjunction with the CDEM Group(s) in the affected area.

‘On-the-ground’ command and control – visible leadership – is to be provided by the Police (because moving large numbers of people requires maintaining public order and traffic control).

CDEM Group(s) (with NCMC):

- ◆ convene the operational group for planning as required;
- ◆ issue public information (and inform media) as required (see section 22, Public information management).

### **23.9.2. Issue public information on evacuation**

Information conveyed by CDEM Groups (or the NCMC) to the public is to contain the assurance of a well-managed emergency response and the message that people should remain calm and obey the instructions of emergency services personnel.

The public will require regular information updates. These are to be kept simple and be disseminated in as many forms and to as many outlets as possible, such as radio, television, newspapers, flyers, the internet and mobile PA systems. For further information see section 22, Public information management.

#### **Sheltering in place**

The public are to be informed of:

- ◆ the hazard and its potential consequences;
- ◆ the area affected and where sheltering in place is advised;
- ◆ expected duration of the event and subsequent follow-up announcements;
- ◆ what emergency supplies to gather;
- ◆ actions required to safeguard health and property;

- ◆ special instructions for special categories of evacuees<sup>4</sup>; and
- ◆ businesses are to be informed on their responsibility to provide a safe environment for employees and customers as an occupational safety and health (OSH) duty of care.

### Evacuation

The public are to be informed of:

- ◆ the hazard and its potential consequences;
- ◆ the area being evacuated;
- ◆ the people to be evacuated, when not everyone within that area is being evacuated;
- ◆ the rationale behind evacuation decisions;
- ◆ the expected duration of the evacuation;
- ◆ destination for evacuee relocation;
- ◆ essential personal belongings to take;
- ◆ instructions for securing homes and property, and security arrangements for the evacuated area;
- ◆ instructions regarding evacuation of domestic animals;
- ◆ special instructions for vulnerable groups including schools, hospitals, care facilities;
- ◆ special instructions for businesses;
- ◆ where and when to assemble if evacuees require transport;
- ◆ details for providing support and transport for other members of the community if people are able to provide assistance;
- ◆ safe routes for primary, secondary, and one-way traffic, taking account of other restrictions;
- ◆ transportation options including self-evacuation, or use of CDEM organised assembly points for evacuation;
- ◆ evacuee registration expectations and processes;
- ◆ the welfare support available.

CDEM Group(s) (with NCMC):

- ◆ compile and issue public information as outlined above;
- ◆ provide access to call centres and 0800 numbers to answer concerns from the public.

For further information, see section 21, Emergency information management and section 12, Welfare.

Police and New Zealand Fire Service are to support the evacuation process by:

- ◆ assisting with the dissemination of public information;
- ◆ directing evacuees.

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<sup>4</sup> For example, hospitals, care facilities, schools (children in school are to be cared for as specified in school emergency response plans).

### 23.9.3. Plan for the management and support of special evacuees

CDEM Groups are required to provide evacuation instructions and support for special categories of evacuees including tourists, the disabled, and those with English as a second language, or who do not speak English.

CDEM Group(s) (with NCMC and welfare and health agencies) are to:

- ◆ assess the unique needs of the special categories of evacuees and the numbers involved;
- ◆ assign logistics staff to support these evacuations.

### 23.9.4. Plan for specific evacuation procedures including transportation

An evacuation plan is to be adjusted to suit the particular circumstances of an emergency event. This consideration should cover the location of the emergency, its scale, the boundaries of evacuation areas, the direction of evacuee movement, and the location of reception and shelter centres.

Factors such as the weather, day of the week and time of day will have a bearing on the number of people to be evacuated from an area.

CDEM Group(s) (with NCMC) are to engage with Police, Transit New Zealand, OnTrack, the Civil Aviation Authority (CAA) and Maritime New Zealand to review planning to account for:

- ◆ actual circumstances<sup>5</sup>;
- ◆ boundaries of the area to be evacuated;
- ◆ preferred means and routes of evacuee transportation;
- ◆ location of the assembly and reception areas to be used;
- ◆ location of medical and care-giving facilities, schools, and recreation facilities within the evacuation area, to ensure that they are notified and that the needs of special categories of evacuees are addressed;
- ◆ timing of stages and priorities for the evacuation.

#### Transportation

Identify the resources, priorities, and recording procedures for evacuee transport.

CDEM Groups (with NCMC) are encouraged to establish a transportation support group to assist in: transportation strategies for emergency evacuations; co-ordination of evacuation transport activities, and operating in support of the Controller. The transportation support group is to:

- ◆ determine transportation strategies for emergency evacuations;
- ◆ determine tasks and priorities;
- ◆ facilitate the continuing operation and maintenance of transport corridors;
- ◆ facilitate the undertaking of tasks with the appropriate operator;
- ◆ ensure communications between agencies, including the sharing of information on transport network status, weather conditions, and local situations;
- ◆ maintain records for purposes of compensation.

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<sup>5</sup> For example, consider the weather, time of day, location and extent of any damage.

When allocating resources to emergency evacuation transport priorities, CDEM Groups are to consider:

- ◆ the preservation of life;
- ◆ evacuation of people from areas of high risk;
- ◆ the assisted movement of special evacuees;
- ◆ transportation of emergency and essential services;
- ◆ transportation of the public.

See section 26, Government financial support for information on evacuation cost recovery.

### **Supporting arrangements**

#### ***Road Transport Sector Plan***

CDEM Groups, with the support of Transit New Zealand and the Police, are to act to:

- ◆ define and publicise the main evacuation route(s) to be used – primary and secondary (with due regard to priority access routes<sup>6</sup>);
- ◆ maintain and control access to priority routes pre- and post-event (adjust maintenance to ensure maximum availability of routes);
- ◆ adjust and disseminate a Traffic Control Management Plan, which includes:
  - ◆ identifying necessary traffic control points;
  - ◆ restricting inbound traffic to emergency support only;
  - ◆ restricting 'cross town' traffic to aid exit flows;
  - ◆ reprogramming of traffic control devices (traffic signals etc) to enable the revised traffic patterns;
  - ◆ possible use of both sides of roadways (contraflow or reverse-lanes, whereby all lanes are routed in a single direction during an evacuation);
  - ◆ continuing the feed to public and mass transit systems (bus, rail);
  - ◆ ensure access to timely and accurate traffic information and route status during evacuations (via available systems, e.g. check points, Intelligent Transport Systems).
- ◆ report to the CDEM Group on the status of the roading network.

#### ***Air Sector Plan***

The CAA and airport and airline companies, as appropriate by region, are to:

- ◆ report to the CDEM Group on the status of the airport (including terminals, freight centres and taxiways);
- ◆ report on the status, location, capacity and terminal requirements of aircraft assets;
- ◆ conduct internal assessments of how passenger and freight air assets can be utilised and provide assessments to the EOCs and NCMC;
- ◆ act according to the Controller's tasking;
- ◆ keep records of all expenses for subsequent reimbursement.

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<sup>6</sup> For example, see Safe Routes Projects developed as a pre-event risk-reduction activity by regional Lifelines Groups e.g. [www.aelg.org.nz](http://www.aelg.org.nz) that identify priority routes.

### **Sea Sector Plan**

Maritime New Zealand, port and shipping companies, as appropriate (see section 4, General roles and responsibilities), are to:

- ◆ report to the CDEM Group on the status of port and harbour facilities;
- ◆ report to the CDEM Group on the status, location, capacity and docking requirements of shipping assets;
- ◆ conduct an internal assessment of how shipping assets can be utilised and advise the EOCs and NCMC;
- ◆ act according to the Controller's tasking;
- ◆ keep records of all expenses for subsequent reimbursement.

### **Rail Sector Plan**

Railway infrastructure owners, access providers and rail operators, including as appropriate: OnTrack, local authorities, Toll Rail, Veolia Transport (see section 4, General roles and responsibilities), are to:

- ◆ report to the CDEM Group on the status of rail infrastructure (lines, bridges, tunnels) leading to and from evacuation areas, and inform the EOC and NCMC;
- ◆ report quantities, capacities, availability of rail vehicle assets;
- ◆ conduct an internal assessment of how passenger rail assets can be utilised, including capacity, timing and external support required and advise the Group EOC and NCMC;
- ◆ act according to the National Controller's tasking;
- ◆ keep records of all expenses for subsequent reimbursement.

### **Planning for evacuation of specific locations**

CDEM Group plans are to cover arrangements for the evacuation of specific areas such as central business districts and at-risk populations.

#### **23.9.5. Plan for registering evacuees**

MCDEM, with assistance from support agencies<sup>7</sup>, is responsible for the registration of evacuees. The NCMC is to initiate the New Zealand Red Cross agreement to collate registration information collected by CDEM Groups, and to operate a national inquiry centre (as outlined in section 12, Welfare).

Many people will self-evacuate and many will not register voluntarily. A number of people outside of an evacuation area may also 'shadow evacuate' as a precaution, even though they may not be in danger. In the majority of emergencies, a CDEM duty of care can only extend to members of the public who have registered as evacuees or approached a responding agency for assistance.

Specific challenges will arise in the case of long-term evacuations (from months through to years). CDEM Group plans are to cover methods of registration and identification of displaced persons, who are to be communicated with and offered support and assistance in long-term evacuation situations.

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<sup>7</sup> For example, CDEM Groups, the New Zealand Red Cross, the Police, MFAT.

CDEM Group(s) with NCMC are to plan for situations of long-term evacuation and the registration and identification of displaced persons. Further detail on registration is outlined in section 12, Welfare.

*Ministry of Foreign Affairs and Trade (MFAT):* in all respects (warning, evacuation, welfare support) diplomatic staff and foreign nationals are subject to the arrangements in this section. MFAT is to seek details of foreign nationals who have been affected, in order to co-ordinate issues relating to the diplomatic community and foreign nationals in New Zealand. MFAT is to work with the New Zealand Red Cross to collect and process this information<sup>8</sup>.

### **23.9.6. Plan for welfare support to evacuees**

Refer to section 12, Welfare for further information.

### **23.9.7. Plan for evacuation-site security**

CDEM Group plans are to detail security arrangements for evacuated areas. Security is to be:

- ◆ established during evacuation;
- ◆ maintained for an extended period; and
- ◆ publicised to owners of property as an assurance, and as a deterrence to theft and vandalism.

The provision for controlled entry and access should be included in CDEM Group evacuation plans to allow for evacuated people to return to their properties to collect items such as documentation.

The Police, New Zealand Fire Service and security services:

- ◆ may be able to assist in establishing immediate short-term security cordons and the Traffic Control Management Plan;
- ◆ may contract or provide long-term security cordons and patrol of an evacuated area. (The Police will not provide long-term security. This need is to be met by other arrangement.);
- ◆ will use the CDEM Group's publication relations process to publicise security arrangements;
- ◆ in conjunction with the CDEM Group, make decisions regarding controlled entry processes;
- ◆ maintain records of expenditure.

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<sup>8</sup> See also MFAT Protocol Guidelines - Civil Defence and Emergency Management.



### **23.9.8. Plan for return of evacuees**

CDEM Groups are to plan for the re-habitation of evacuees in an orderly and safe manner. It should be noted that because people self-evacuate, they will also self-return and this possibility is to be considered in planning.

CDEM Group (with NCMC) are to:

- ◆ determine the timing and staging of return;
- ◆ specify exact locations to stage progressive return;
- ◆ determine and provide the method and process of support for return;
- ◆ provide on-site support to returnees.

Welfare Advisory Group(s) and the National Welfare Recovery Co-ordination Group are to:

- ◆ provide welfare and support services to returnees (as outlined in section 12, Welfare); and
- ◆ plan for recovery of the affected area and population (section 25, Recovery).

### **23.10. References and links**

#### **Other sections of the Guide**

- ◆ Section 12, Welfare
- ◆ Section 21, Emergency information management
- ◆ Section 22, Public information management
- ◆ Section 25, Recovery
- ◆ Section 26, Government financial support

#### **Other documents**

- ◆ New Zealand Police: Manual of Best Practice, Volume 1, Emergencies.
- ◆ MFAT Protocol Guidelines - Civil Defence and Emergency Management.

## Annex 23.A. Glossary

### Evacuation assembly area

Where evacuees report, and the point from which they will be transported to an emergency welfare centre. Evacuation assembly areas should be public buildings that are well known, and have toilets.

### Evacuation

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. Arrangements for pre-event and mandatory evacuation are detailed below.

### Pre-event evacuation

Occurs when the level of risk is uncertain and it is recommended to evacuate within a certain geographic area (e.g., suburb) or by risk factor (e.g., people with certain health issues) until the level of risk is reduced. Pre-event evacuations may be further classed as either:

- ◆ Voluntary: where people are informed of a possible threat (e.g., an approaching cyclone), but no special evacuation measures (such as traffic control) are taken, and people may remain in the area if they choose.
- ◆ Recommended: when the threat (e.g., storm-surge) has a high probability of affecting people living in at-risk areas and they are encouraged to leave but the decision to do so is left to individuals. Evacuation plan support measures commence (e.g., transportation measures).

### Mandatory evacuation

Takes place when it is determined by the Police, the New Zealand Fire Service or a CDEM controller that there is an absolute need to evacuate an area, usually on a large-scale and possibly for a long period of time (e.g., for more than 24 hours). Mandatory evacuation can be ordered under section 86 of the CDEM Act and sections 28 and 28A of the Fire Service Act 1975. The Police or New Zealand Fire Service generally carry out this type of evacuation.

### Self-evacuation

Occurs when people decide to relocate from their usual home locations, either with or without instruction from authorities, but without making themselves known to such authorities.

### Sheltering/shelter in place

A term used to describe the actions of people who stay in their home location during and following an emergency. It recognises that the home location may be damaged or compromised from the event (such as loss of power, water or structural damage).

### Traffic Control Management Plan

Details the temporary changes to traffic control to facilitate emergency traffic management.

# 24. International assistance for New Zealand

## Summary

Offers of international assistance or requests for international assistance may result from an emergency. When these occur they are to be considered by government using the system of domestic and external security co-ordination.

The section contents are:

24.1.	Introduction.....	1
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## 24.1. Introduction

### *International assistance for New Zealand*

#### **79 Introduction**

- (1) An emergency in New Zealand may generate offers of assistance from overseas governments and non-governmental organisations, or necessitate requests from New Zealand for external help.
- (2) The Government will address requests for, and offers of, overseas assistance through the government crisis management arrangements of DESC.

## 24.2. Requests for international assistance

#### **80 Requests for international assistance**

- (1) The Government may request international assistance in a civil defence emergency.
- (2) The National Controller or the Director will seek approval for the deployment of international assistance.
- (3) MCDEM may require international support to co-ordinate the entry and deployment of international assistance.

A request from the National Controller for international assistance is to be considered through the system of domestic and external security co-ordination (DESC).

The National Controller has standing arrangements to seek international response

assistance through the Office for the Coordination of Humanitarian Affairs in Geneva (see 24.4). The type of assistance sought would be:

- ◆ a United Nations Disaster Assessment and Coordination (UNDAC) team;
- ◆ urban search and rescue assets;
- ◆ logistical support;
- ◆ other support not available through bilateral government-to-government arrangements.

The Ministry for Civil Defence & Emergency Management (MCDEM) has produced border arrangement guidelines that are available to the international community via the MCDEM website: [www.civildefence.govt.nz](http://www.civildefence.govt.nz) and the New Zealand Urban Search and Rescue (USAR) website: [www.usar.govt.nz](http://www.usar.govt.nz).

Agencies are to activate their bi-lateral response arrangements in consultation with the National Controller.

The Ministry of Foreign Affairs and Trade (MFAT), in co-operation with MCDEM, is to maintain a database of agency bi-lateral arrangements.

### 24.3. Offers of international assistance

#### 81 Offers of international assistance

- (1) Offers to New Zealand of emergency assistance from international sources will be considered in the DESC system and managed by—
  - (a) the Ministry of Foreign Affairs and Trade in the case of government-to-government assistance; or
  - (b) the New Zealand representatives of non-governmental organisations in the case of all other overseas assistance; or
  - (c) the National Controller, if there is no New Zealand representative.

National CDEM Plan clause 81(1)(c) refers to a situation where there is no New Zealand non-governmental organisation (NGO) representative.

- (2) Upon arrival in New Zealand, the assistance will be co-ordinated through the National Controller or other agencies as appropriate.

#### 24.3.1. Ministry of Foreign Affairs and Trade

MFAT is to co-ordinate, with assistance from the National Crisis Management Centre (NCMC), bi-lateral and spontaneous offers of international assistance.

#### 24.3.2. Non-governmental organisations

Non-governmental organisations, represented in New Zealand, will provide support to their international partner agencies, this is to include:

- ◆ communications and information management;
- ◆ links to the NCMC and Civil Defence Emergency Management (CDEM) Group Emergency Operations Centres.

Non-governmental organisations not represented in New Zealand will be referred to the

Association of Non Government Organisations of Aotearoa (ANGOA), which is to provide the support outlined above in liaison with the National Controller.

### 24.3.3. United Nations

Following a major earthquake in New Zealand, an offer of support may also come from the Office for the Coordination of Humanitarian Affairs in Geneva<sup>1</sup> to the New Zealand United Nations Permanent Mission in Geneva to ensure the timely deployment and co-ordination of urban search and rescue assets (see 24.2).

## 24.4. United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

### 82 United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

- (1) The United Nations General Assembly Resolution 46/182 strengthened the United Nation's international response to both complex emergencies and natural disasters. The resolution also created the high-level position of Emergency Relief Coordinator as the single United Nations focal point for complex emergencies, as well as for natural disasters.
- (2) OCHA, under the direction of the Emergency Relief Coordinator, co-ordinates humanitarian response, policy development, and humanitarian advocacy. OCHA has a wide range of tools, which are developed, mobilised, and co-ordinated by the Field Coordination Support Section, based in Geneva. These are—
  - (a) the United Nations Disaster Assessment and Coordination (**UNDAC**) team, which is a stand-by team of disaster management professionals who are nominated and funded by member governments, OCHA, and other United Nations agencies; and
  - (b) the International Search and Rescue Advisory Group (**INSARAG**), which deals with urban search and rescue (**USAR**) and related disaster response issues; the United Nations General Assembly Resolution 57/150 deals with strengthening the effectiveness and co-ordination of international USAR assistance; and
  - (c) the Virtual On Site Operations Coordination Centre, which provides an Internet tool to facilitate the information exchange between responding governments and organisations involved during an emergency; and
  - (d) surge capacity available through OCHA, which provides a mechanism to rapidly deploy international resources to emergencies with the aim of supporting the co-ordination function in the field.
- (3) New Zealand joined consensus on United Nations General Assembly Resolutions 46/182 and 57/150, which were adopted without vote. OCHA is able to deploy resources at short notice if requested by New Zealand in a state of national emergency or a civil defence emergency of national significance (further detail is contained in *The Guide*).
- (4) The United Nations maintains an international register of all types of assets available, which can be accessed, if necessary, through OCHA.

<sup>1</sup> This is an internal UN OCHA procedure as a result of international seismic monitoring. If UN OCHA is unable to contact New Zealand following a major earthquake, they will contact the New Zealand permanent mission in Geneva.

#### **24.4.1. United Nations Disaster Assessment and Coordination team**

A team with co-ordination, assessment and information-management expertise consistent with New Zealand's civil defence emergency management skills and competencies. MCDEM has a relationship with UN OCHA and maintains New Zealand UNDAC team members trained in the UNDAC operating procedures. Through this arrangement New Zealand contributes to UNDAC missions in other countries.

#### **24.4.2. International Search and Rescue Advisory Group (INSARAG)**

Provides for accreditation of urban search and rescue teams for meeting the INSARAG guideline requirements for appropriate, internationally accepted skills and competencies and equipment and border access arrangements. New Zealand maintains three USAR Task Forces meeting INSARAG guidelines for New Zealand.

#### **24.4.3. Virtual On Site Operations Coordination Centre (VOSOCC)**

A secure web site managed by UN-OCHA used for the co-ordination of international assistance and for keeping the international community informed of an emergency situation. In New Zealand, the provision of information on the VOSOCC is limited to NCMC staff, the UNDAC team and USAR team leaders.

#### **24.4.4. United Nations OCHA Central Register**

MCDEM is to provide information to OCHA to ensure that the New Zealand section of the register is current.

The central register includes:

- ◆ 5 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;
- ◆ 3 directories of contact persons:
  - ◆ National Focal Points and Legislation for Customs Facilitation in International Humanitarian Emergency Assistance;
  - ◆ Contact points for disaster response;
  - ◆ Major donors of emergency humanitarian assistance.

### **24.5. Ministry of Foreign Affairs and Trade**

#### **83 Ministry of Foreign Affairs and Trade**

The Ministry of Foreign Affairs and Trade will maintain effective lines of communication to foreign governments and international organisations on all aspects of a disaster both through New Zealand's overseas posts and through foreign diplomatic missions accredited in New Zealand.

DESC is to authorise the National Controller to provide daily situation reports for the international community. The following links to the international community are to be utilised:

- ◆ MFAT existing lines of communication to foreign governments and international organisations;
- ◆ New Zealand's overseas diplomatic posts;
- ◆ foreign diplomatic missions accredited in New Zealand;
- ◆ Office for the Coordination of Humanitarian Affairs relief web: [www.reliefweb.int](http://www.reliefweb.int).

MFAT, with the assistance of New Zealand Red Cross, the Police, Ministry of Health, and New Zealand Customs Service, is to keep the international community informed of the safety and whereabouts of foreign nationals.

## 24.6. Operational arrangements

Should the government request international assistance, MCDEM will:

- ◆ provide a national point for co-ordination of international assistance, including the supply of information and the allocation of international resources to CDEM Group(s) in the affected area(s);
- ◆ promote clear lines of communication with NGOs and other agencies that are providing assistance, by:
  - ◆ establishing regular co-ordination meetings;
  - ◆ sharing information (including but not limited to situation reports);
- ◆ facilitate the participation of NGOs and other agencies in multi-agency meetings or activities as required (Association of Non Government Organisations of Aotearoa, New Zealand Red Cross, Ministry of Foreign Affairs and Trade);
- ◆ facilitate contact with CDEM Group Emergency Operation Centres.

## 24.7. References and links

### Other documents

- ◆ United Nations Disaster Assessment and Coordination Field Handbook.
- ◆ Ministry of Foreign Affairs and Trade: CDEM Plan – Emergency Response Plan.
- ◆ New Zealand United Nations Disaster Assessment and Coordination Guidelines.
- ◆ New Zealand Fire Service: urban search and rescue planning documents.
- ◆ United Nations Office for the Coordination of Humanitarian Affairs website (and access to the Virtual On Site Operations Coordination Centre): [www.reliefweb.int](http://www.reliefweb.int).
- ◆ National Crisis Management Centre: Standard Operating Procedures (SOPs).
- ◆ Ministry of Civil Defence & Emergency Management Part 1 International Assistance into New Zealand - Requesting Procedures [to be published] (available from [www.civildefence.govt.nz](http://www.civildefence.govt.nz) and [www.usar.govt.nz](http://www.usar.govt.nz)).

- ◆ Ministry of Civil Defence & Emergency Management Part 2 International Assistance into New Zealand - Entry Procedures for Assistance [to be published] (available from [www.civildefence.govt.nz](http://www.civildefence.govt.nz) and [www.usar.govt.nz](http://www.usar.govt.nz)).



# 25. Recovery

## Summary

The process of recovery is to re-establish the quality of life of the community following an emergency. Recovery starts as soon as possible in the local community and addresses the social, economic, natural and built environments.

The section contents are:

25.1. Scope .....	1
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25.3.1. Recovery management structure .....	4
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Annex 25.A. Terms of reference for Recovery Co-ordinator and CDEM Group Recovery Manager .....	10
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## 25.1. Scope

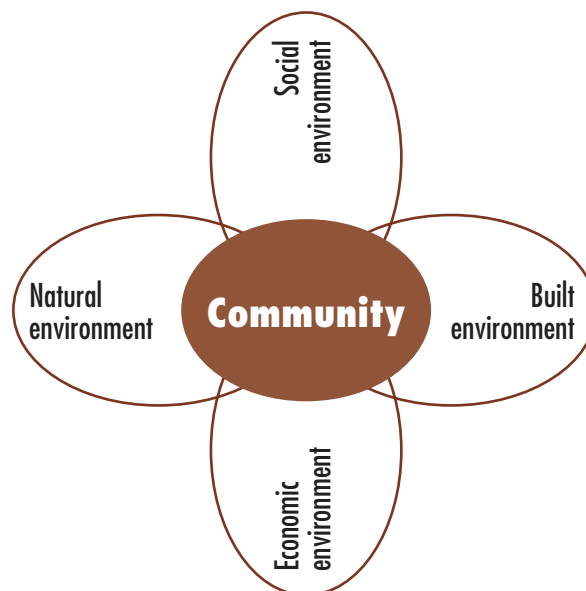
Part 9  
Recovery  
*Civil defence emergency management recovery*

**84 Scope**

- (1) The civil defence emergencies addressed by this plan will threaten the physical and emotional well-being of large numbers of people.
- (2) The response to and efforts to recover from an emergency are interrelated.
- (3) Action to achieve a response or recovery, or both, should be concurrent and co-ordinated.
- (4) Welfare activity will have started in the response phase at the beginning of the emergency and will continue through recovery.
- (5) The aim of immediate recovery activity is to restore as quickly as possible the quality of life of those affected so that they are able to continue functioning as part of the wider community.
- (6) In the medium to long term the aim is to seek the regeneration of a community by addressing the economic, social, natural, and built environmental effects of an emergency. This may take a short time or many years, possibly decades.
- (7) Measures to help recovery should be implemented as soon as possible, although early consideration will need to be given to the long-term implications of re-establishing affected communities in the same location as before the event.

- (8) Generally, government assistance in recovery will only be considered in circumstances involving emergencies of an unusual type or magnitude, and will be made available only when recovery is beyond the capacity of the local community.
- (9) Recovery consists of co-ordinated efforts and processes to effect the short-, medium-, and long-term holistic regeneration of a community following an emergency.
- (10) Recovery encompasses the community and four environments—
  - (a) social; and
  - (b) economic; and
  - (c) natural; and
  - (d) built.
- (11) These environments are the focus of recovery activity in the short, medium, and long term.

The community and the four environments (see **Figure 25.1**) are the focus of recovery activity in the short, medium and long term and form the principles for meeting the recovery needs of individuals and communities.



**Figure 25.1:** *Integrated and holistic recovery*

This interaction between the community and the environments must involve members of the community and be supported by local, regional and national structures.

The four environments form the generic recovery structure (see **Figure 25.2**). These four task groups address all the elements of recovery. Alternatively separate subtask groups may be set up depending on the scale of the emergency<sup>1</sup>.

Communication between the recovery manager and any task groups / subtask groups

<sup>1</sup> For example: (a) Currently Welfare Advisory Groups established by a number of CDEM Groups include representatives to enable social environment requirements to be addressed. However, in a large emergency, instead of one task group addressing safety and wellbeing, health, and welfare, three separate subtask groups may be set up. (b) A rural management subtask group will almost always be formed as most emergencies are likely to have an impact on the rural sector. This is in addition to any other subtask groups for the built environment being set up.

is critical for co-ordinating tasks and rebuilding community confidence. An effective supporting administrative structure is essential. Once formed, task and subtask groups need to meet regularly to ensure that the appropriate sharing of information and resources is undertaken. Progress reports must be provided to all agencies and the media.

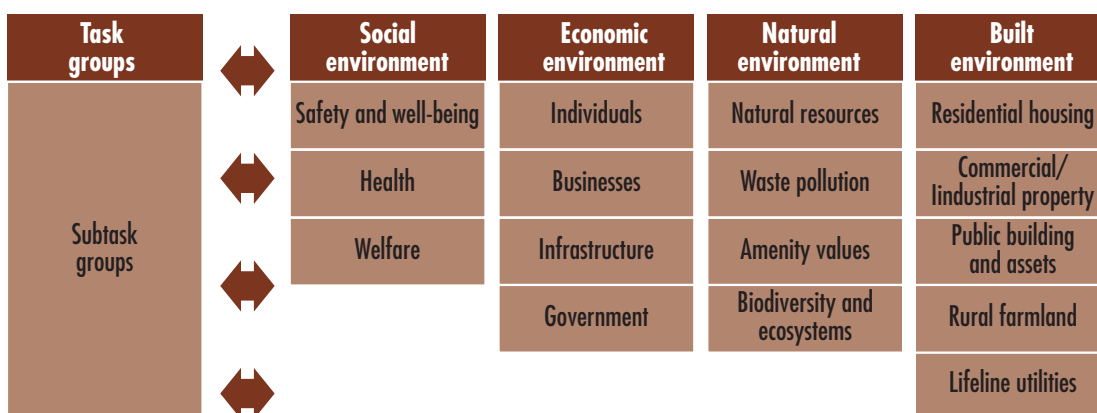


Figure 25.2: Generic recovery structure

## 25.2. Transition from response to recovery

### 85 Transition from response to recovery

- (1) Recovery begins on day one of an emergency.
- (2) This means the recovery arrangements are established and information received about the response is used as a basis for planning recovery.
- (3) As the response concludes, a careful transition to recovery must be managed.
- (4) The transition from response to recovery in national emergencies or civil defence emergencies of national significance may be staged and variable across regions and areas.
- (5) It is expected that the transition from a state of national emergency or a civil defence emergency of national significance will be discussed and agreed between local, group, and national controllers.
- (6) The principal aspects of this transition are—
  - (a) a recovery action plan will—
    - (i) be prepared in association with the affected CDEM Groups; and
    - (ii) be prepared in consultation with recovery task groups; and
    - (iii) recognise those welfare arrangements established during response that will continue through recovery; and
  - (b) a communications plan will be developed in conjunction with relevant recovery agencies.

A Recovery Action Plan developed following an emergency is to document the actions to be taken to facilitate recovery. This will be prepared in consultation with members of the recovery task groups. (A Recovery Action Plan template is included as Annex 25.B of the Guide. It can also be downloaded from [www.civildefence.govt.nz](http://www.civildefence.govt.nz).)

Four additional activities are undertaken as part of the transition from response to recovery.

1. A response transition report prepared by the National Controller outlining:
  - ◆ the Response Action Plan in place at the time of transition, emphasising intended actions that are incomplete;
  - ◆ the nature and state of all assigned resources;
  - ◆ a summary of the condition of the various aspects of the community affected by the emergency, focusing on the four environments and their inter-relationships;
  - ◆ a summary of the nature and extent of damage to the area covered by the CDEM Group(s), noting specifically any areas or situations that have the potential to re-escalate the emergency;
  - ◆ a forecast of the expected recovery outcomes; and
  - ◆ proposals for activities to be continued in the recovery phase.
2. a transition briefing, chaired by the National Controller and using the response transition report, involving all key response and recovery personnel.
3. the communications and public information functions are transferred to the Recovery Office to manage all information for the recovery effort. The relevant government agencies are to ensure communications continue to be co-ordinated.
4. a media briefing may be undertaken following the handover from response to recovery. The purpose of this is to:
  - ◆ provide assurance to communities affected by the emergency;
  - ◆ outline the scope and current priorities for recovery;
  - ◆ reinforce selected key messages to target audiences and provide the media with new/updated contacts for the Recovery Office.

## 25.3. Process of civil defence emergency management recovery

### 86 Process of civil defence emergency management recovery

The process of civil defence emergency management recovery, including decision-making, reporting, and media management, is provided in *The Guide*.

#### 25.3.1. Recovery management structure

The recovery management structure (outlined in **Figure 25.3**) is based on task and subtask groups being undertaken in parallel at local, CDEM Group and national level, which ensures that recovery activities in the immediate, medium and long term are co-ordinated. The roles and responsibilities of agencies involved in recovery are documented in the Guide, section 4, General roles and responsibilities and section 12, Welfare

The roles and responsibilities for government remain the same in both response or recovery.

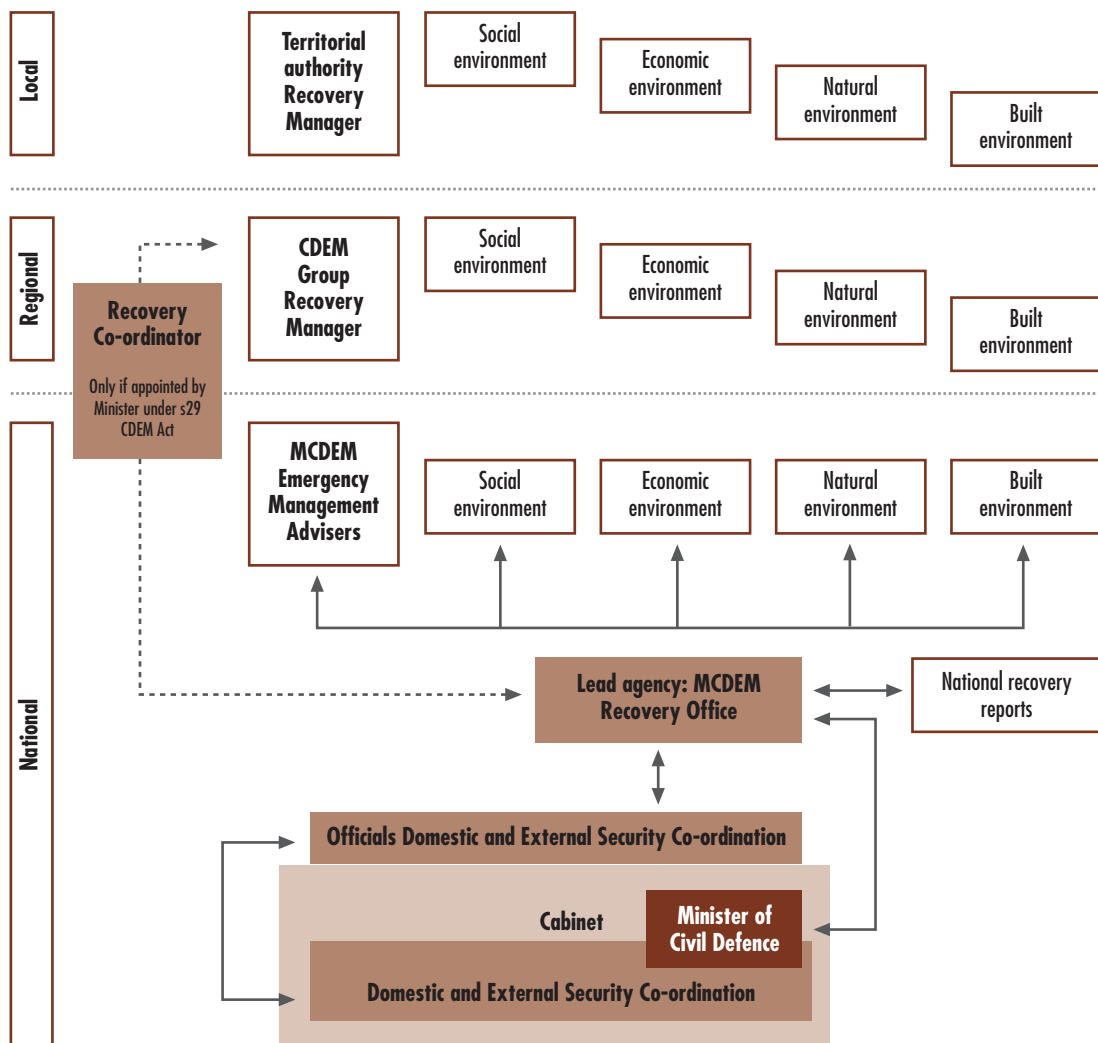


Figure 25.3: National recovery management structure

### 25.3.2. Implementation of recovery activity

Recovery Action Plans will vary according to the type of emergency, its scope, and the ability of local authorities and CDEM Groups to manage events in their area. The checklist below details the steps that may be taken by government to put a Recovery Action Plan in place in the minimum time. To help achieve this, as much concurrent activity as possible should be undertaken:

- ◆ each CDEM Group and/or agency dealing with an emergency is to advise the Director of CDEM of the likelihood of the need for government co-ordination and assistance;
- ◆ the Director of CDEM is to advise the Minister of Civil Defence of the situation and the recovery measures required immediately. The domestic and external security co-ordinator would also be advised at the earliest opportunity so that national resources could be co-ordinated through the committee of Officials for Domestic and External Security Co-ordination (ODESC). The development of a Recovery Action Plan begins while the response to an emergency is still underway;
- ◆ as soon as appropriate, the Director of CDEM and/or a representative are to visit the affected area and obtain first-hand information on the situation and likely

recovery tasks. They may take such immediate action as is necessary to start the recovery process;

- ◆ the Director of CDEM is to develop a preliminary Recovery Action Plan in conjunction with the CDEM Groups and agencies concerned. The preliminary Recovery Action Plan is primarily concerned with the physical safety and well-being of the population in the emergency area, and with establishing the mechanisms for implementing other recovery measures;
- ◆ the Recovery Action Plan is to be implemented by the relevant CDEM Groups and agencies using the structure outlined in **Figure 25.3**. The Director of CDEM remains responsible for the co-ordination of the Recovery Action Plan and for identifying and addressing any impediments to its implementation;
- ◆ in recovery, Domestic and External Security Co-ordination (DESC) ministers and ODESC will meet as necessary to monitor progress and to make further decisions;
- ◆ the Recovery Action Plan is to be updated on a regular basis to take account of long-term recovery activities and to develop a planned exit strategy.

### 25.3.3. Reporting

Regular reporting on recovery activity is to be provided by the National Recovery Manager to affected CDEM Groups, government agencies and ODESC.

### 25.3.4. Public information management

The Director of CDEM is responsible for providing information to the media on the progress of the recovery effort. Refer to section 22, Public information management.

### 25.3.5. Exit strategy

<p><b>87 Exit strategy</b></p> <p>It is important to establish an exit strategy which should include—</p> <ul style="list-style-type: none"><li>(a) assistance required in the long term; and</li><li>(b) a transition to business as usual so as to manage long-term recovery; and</li><li>(c) planning and reporting in the long term; and</li><li>(d) management of public information and communications; and</li><li>(e) opportunities for communities to discuss unresolved issues and to continue to participate in their recovery; and</li><li>(f) changes to organisational arrangements including the need for task groups; and</li><li>(g) debriefing and reviewing.</li></ul>
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## 25.4. Operational arrangements

Operational arrangements are indicated in the structure diagram **Figure 25.3**.

### Director CDEM

The Director of CDEM is responsible for co-ordinating the recovery process. The detailed responsibilities of the Director are to:

- ◆ brief the Minister of Civil Defence on the situation and advise on what government assistance is required for recovery activities;

- ◆ provide information to ODESC, including any recommendations for Cabinet consideration;
- ◆ prepare and implement a Recovery Action Plan;
- ◆ ensure the Recovery Co-ordinator (refer section 29 of the CDEM Act), if appointed, has sufficient support to enable tasks to be completed as quickly and efficiently as possible;
- ◆ conduct a post-recovery review and update procedures, where necessary.

### **National Recovery Manager**

The Director of CDEM co-ordinates activity through a National Recovery Manager and, where necessary, the establishment of a Recovery Office. The National Recovery Manager:

- ◆ co-ordinates the establishment of, and planning for, recovery activity in the short, medium and long term, and establishes a Recovery Office to manage the recovery function;
- ◆ implements appropriate reporting and tracking mechanisms (see section 21, Emergency information management);
- ◆ activates the agencies involved in recovery;
- ◆ chairs recovery meetings of representatives from recovery task groups;
- ◆ works with the MCDEM policy team to draft Cabinet papers for recovery activity as required;
- ◆ works with the National Controller and Public Information Manager to ensure the smooth transition between response to recovery;
- ◆ co-ordinates the recovery activity of the relevant CDEM Groups, lifeline utilities, government agencies and international assistance following the transition from response to recovery and during the short, medium and long term;
- ◆ arranges organisational debriefing for the agencies involved in recovery activity.

### **Government agencies**

At a national level, many government agencies operate within CDEM clusters on the delivery of recovery functions under the four environments and to support CDEM Groups (see section 11, Clusters for further information). MCDEM co-ordinates this activity. Government agencies participate in the recovery task or subtask groups which co-ordinate the recovery activity. It is expected that these task and subtask groups will be paralleled at both CDEM Group and local level. In addition, integrated planning to address the sub-tasks identified in **Figure 25.2** should be undertaken by participating agencies.

### **CDEM Group Recovery Manager**

The role of the CDEM Group Recovery Manager in an emergency is to co-ordinate the recovery activity within their region. The role of the Local Recovery Manager is to co-ordinate the recovery activity within the local authority area . They co-ordinate with the CDEM Group Recovery Manager.

The CDEM Group Recovery Manager liaises with both the National Recovery Manager

and the Local Recovery Manager to ensure:

- ◆ planning, prioritisation, and management functions are undertaken;
- ◆ effective reporting mechanisms are in place;
- ◆ government is informed of local and regional issues;
- ◆ recovery resources are identified and obtained as required;
- ◆ information is provided on the impact of the event on the affected area;
- ◆ emerging issues are identified and solutions sought.

The appointment of a CDEM Group Recovery Manager is usually made by a CDEM Group.

The job description and person specification for the role of CDEM Group Recovery Manager are available on [www.civildefence.govt.nz](http://www.civildefence.govt.nz). Suggested terms of reference for this role are outlined in Annex 25.A.

### **Recovery Co-ordinator**

Sections 29 and 30 of the Civil Defence Emergency Management Act 2002 (CDEM Act) provide that, where the Minister of Civil Defence is satisfied that a CDEM Group is, or is likely to be, unable to ensure the effective carrying out of recovery activities in its area, a Recovery Co-ordinator responsible to, and funded by, the Director of CDEM may be appointed. It is expected that appointment of a Recovery Co-ordinator will be made in consultation with the CDEM Group(s).

The prime function of the Recovery Co-ordinator is to manage the work of agencies at the area of the emergency and to ensure that government assistance and actions are properly co-ordinated. In instances where such a person is appointed, local responsibility remains, and the CDEM Group Recovery Manager is to work with the Recovery Co-ordinator.

The appointed Recovery Co-ordinator is responsible to the Director of CDEM. Funding and staff assistance is provided by MCDEM. The powers of the Recovery Co-ordinator are outlined in section 30 of the CDEM Act.

The Recovery Co-ordinator should be deployed as soon as possible. Initially, the Recovery Co-ordinator is to work with the Controller to determine the scale of the task and the organisational structure needed to complete the recovery operation.

Where possible the Recovery Co-ordinator will have knowledge of the area and the capabilities of the local authorities and the agencies, and an understanding of the requirements of government.

Before appointment, the Recovery Co-ordinator should be provided with detailed conditions of employment. Terms of employment and the delegations granted for the expenditure of money relating to the task need to be specified. A detailed set of terms of reference should also be provided to the Recovery Co-ordinator that define the role and any specific requirements or limitations placed on it. Suggested terms of reference for the Recovery Co-ordinator are outlined in Annex 25.A.



## The National Recovery Office

The National Recovery Manager establishes the National Recovery Office to ensure recovery activity is co-ordinated and the recovery function, as documented in the National CDEM Plan, is implemented. Key responsibilities and tasks for the Recovery Office include:

- ◆ establishing and maintaining appropriate levels of staffing and resourcing in the Recovery Office;
- ◆ ensuring the recovery effort between agencies is co-ordinated;
- ◆ integrating and co-ordinating recovery activity across the four task groups and relevant subtask groups;
- ◆ liaising with Group Recovery Managers;
- ◆ determining and prioritising major areas of recovery;
- ◆ formulating recovery policies and strategies;
- ◆ establishing a timeframe for the implementation of recovery activities;
- ◆ ongoing recovery planning at the national level;
- ◆ co-ordinating regular national recovery reports on the progress of recovery activities;
- ◆ monitoring recovery activities;
- ◆ co-ordinating advice and information on expenditure and government assistance;
- ◆ providing national level co-ordination of public information function;
- ◆ administration.

## 25.5. References and links

### Other sections of the Guide

- ◆ Section 3, Statutory basis for national management of an emergency
- ◆ Section 6, Emergency services
- ◆ Section 9, Health services
- ◆ Section 10, Lifeline utilities
- ◆ Section 12, Welfare
- ◆ Section 26, Governmental financial support

### 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.
- ◆ Ministry of Civil Defence & Emergency Management (2005) Recovery Management: Director's Guidelines for CDEM Groups [DGL4/05]; ISBN 0-478-25465-2.
- ◆ National Crisis Management Centre, Standard Operating Procedures for Recovery Manager and Recovery Office.
- ◆ Recovery Action Plan Template ([www.civildefence.govt.nz](http://www.civildefence.govt.nz))

## **Annex 25.A. Terms of reference for Recovery Co-ordinator and CDEM Group Recovery Manager**

### **Recovery Co-ordinator**

Recovery co-ordinators are appointed for a specific period, typically 2–3 weeks initially, with terms of reference that require them to:

- (a) Establish an interim management structure to co-ordinate relief and recovery measures for the various government and non-governmental agencies involved in recovery activity.
- (b) Identify areas where existing policy provisions are unlikely to be sufficient to achieve the desired recovery and to suggest special policies that may be applied.
- (c) Provide sufficient information to the appointing authority (or designated representative) and to appropriate agencies to allow central government to make timely and co-ordinated decisions.
- (d) Disseminate information so that all concerned are aware of the steps being taken in the recovery process.
- (e) Spend such money as is provided to facilitate co-ordination of the recovery processes. Money should not be spent for purposes that should be carried out by some other agency. Expenditure may be charged to the account of the agency making the appointment of the recovery co-ordinator.
- (f) Provide a report at the end of the period as recovery co-ordinator detailing the actions taken, lessons identified, and any recommendations for future co-ordinators.

### **Group Recovery Manager**

- (a) In addition to the Group Recovery Manager having similar terms of reference to the Recovery Co-ordinator (approved by the CDEM Group pre-event), the Group Recovery Manager is responsible for the co-ordination of all recovery activity at the regional level.
- (b) Support is provided by MCDEM (and, if appointed, a Recovery Co-ordinator) to the Group Recovery Manager to ensure the co-ordinated provision of government agencies services and support to local agencies.

## Annex 25.B. Recovery Action Plan Template

Event .....

Date of Event .....

Districts/Regions affected .....

Recovery Manager for Event .....

Date Recovery Action Plan commences .....

Date to Review Recovery Action Plan.....

**Date(s) identified for transition from response to recovery activity:**

Transition date	Activity	Signed & dated by National Controller & Recovery Manager

**Brief Sitrep:**

Date	Current Situation

**Schedule of Meetings:**

Date	Location	Type of Meeting	Agencies to attend

**Actions outstanding from Response Phase:**

Date	Outstanding Actions from Response Phase	Risks Identified? Yes/No If Yes, What Risks?	Agency Responsible	Date to be completed	Date Completed

**Notes**


**Key short term recovery priorities:**

Date	Short Term Recovery Priorities	Risks Identified? Yes/No If Yes, What Risks?	Agency Responsible	Date to be completed	Date Completed

**Notes**


**Key Medium Term Priorities:**

Date	Medium Term Recovery Priorities	Risks Identified? Yes/No If Yes, What Risks?	Agency Responsible	Date to be completed	Date Completed

**Notes**


**Key Long Term Priorities:**

Date	Long Term Recovery Priorities	Risks Identified? Yes/No If Yes, What Risks?	Agency Responsible	Date to be completed	Date Completed

**Notes**


**Development of an Exit Strategy:**

	Activities	Agency responsible
Identification of assistance required in the longer term		
A transition to business as usual to manage long term recovery activities		
Planning and reporting in the longer term		
Management of public information and communications		
Opportunities for communities to discuss unresolved issues and continue to participate in their recovery		
Changes to organisational arrangements including need for subcommittees and contact lists		
Learning from the event: debriefing and reviewing		

**Notes**


# 26. Government financial support

## Summary

Government provides financial support throughout an emergency using government agencies. The aim of Government support is to provide the minimum level of support necessary to restore the community capacity for self help and provide long term solutions.

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## 26.1. Government financial support for civil defence emergencies

### 88 Government financial support for civil defence emergencies

- (1) Arrangements for government financial support for emergencies are determined by Cabinet. *The Guide* is to be updated as necessary to record the current arrangements. Ongoing work is being undertaken to further develop arrangements.
- (2) The provisions for government financial support apply whether or not there is a state of national emergency or a civil defence emergency of national significance.

Specific government financial assistance during or after a civil defence emergency have their own mandates, criteria and triggers, which may be in statute, regulation or Cabinet

decisions, or made by ministerial discretion. Cabinet will identify and approve the overall appropriate mix of government financial assistance to be provided.

The Public Finance Act 1989 provides Cabinet the authority to appropriate money for specific purposes. This can enable either increased funding of existing policies and programmes, or creation of new initiatives.

## 26.2. The principles for government financial support

Clauses 89(2)–(5) of the National CDEM Plan outline government’s general approach to government financial assistance in recovery and should be referred to when considering any new initiatives for recovery assistance or claims for ‘special policy’.

### **89 Principles for government financial support**

- (1) Financial support towards response activities focuses on costs incurred in—
  - (a) taking the necessary precautions or preventive actions (whether by evacuation of people, by construction, by demolition, or by any other means) to reduce the immediate danger to human life, where those actions were begun during the response period:
  - (b) taking precautions or preventive actions with a view to reducing the impact of the event, where those actions were begun in the immediate period leading up to the event.
- (2) The purpose of emergency recovery is to restore the affected community to a position in which normal social and economic activity may be resumed as quickly as possible. To achieve this, it is essential to have proper planning for risk management. The Government considers local risks to be a local responsibility. Local authorities are primarily responsible for dealing with the impact of an emergency in their geographical and functional areas of responsibility. Government assistance is contingent upon that expectation.
- (3) The aim of any government assistance is to provide the minimum level of assistance required to restore to the community the capacity for self-help and to provide solutions that are the most appropriate long-term solutions. This does not imply an obligation to restore a community to a better state than existed before the emergency, and nor is there an obligation to restore to previous levels if those are not sustainable in the longer term. Upgrading of facilities to a level greater than existed previously may be considered as special policy in cases where such upgrading would decrease the likelihood of a recurrence of the civil defence emergency. Wherever possible, government assistance will be provided in accordance with existing departmental policies. Specific principles for recovery assistance are that—
  - (a) government has a role in the recovery process after a significant civil defence emergency; and
  - (b) any government response programme should be designed to restore the community capacity for self-help and be consistent with any government policies regarding mitigation and alleviation measures; and
  - (c) initial and primary responsibility for recovery rests with the local community; and



- (d) risk management and its associated costs should be carried by the individuals, businesses, and local authorities that benefit and are best able to manage or mitigate the risk; and
  - (e) individuals, businesses, and local authorities have a responsibility to the extent possible to insure against and attempt to minimise or mitigate risk, in advance of any event; and
  - (f) government policies should encourage government organisations, local authorities, communities, businesses, and individuals in proper management practices such as—
    - (i) analysing local hazards and understanding risk exposure; and
    - (ii) preventing the possibility of emergencies occurring, or reducing their likelihood or impact; and
    - (iii) adjusting infrastructures and practices to reduce vulnerability, to mitigate the consequences, and to limit potential damage; and
    - (iv) providing for effective and efficient response; and
    - (v) providing resources for recovery (that is, physical and financial provisions including adequate emergency reserve funds and insurance).
- (4) Government recovery assistance will normally only be provided if—
- (a) recovery procedures cannot be carried out without government assistance; or
  - (b) there is a statutory requirement for action, or a need to invoke a statute to achieve the ends desired from the recovery process; or
  - (c) government assistance will aid the co-ordination of the recovery process to a significant extent; or
  - (d) there are advantages of economies of scale.
- (5) In addition to immediate response measures co-ordinated by MCDEM or other departments, government can normally be expected to provide the following:
- (a) emergency feeding, housing, and welfare assistance for affected people where this assistance is not available from other sources or agencies; and
  - (b) transportation assistance if evacuation becomes necessary; and
  - (c) restoration of those services and facilities that are the Government's responsibility to provide (for example, schools, and highways); and
  - (d) assistance in the assessment and appropriate restoration of those services and facilities that other agencies are responsible for providing if—
    - (i) insurance cannot be obtained; or
    - (ii) the responsible agency cannot effect restoration within an appropriate time frame; and
  - (e) technical assistance with respect to other damage (this will normally be restricted to providing additional expertise to assist in the detailed assessment of damage, establishing procedures, and any necessary support to expedite insurance claims and damage repair, and, if necessary, temporarily providing additional labour to expedite clean-up operations); and
  - (f) co-ordination of the response from government through the Director and, if necessary, the appointment of a Recovery Co-ordinator and the staff and facilities necessary for the Recovery Co-ordinator to carry out his or her role.

## **26.3. Government assistance during an emergency (response)**

While the initial and primary responsibility rests with the local community, central government will assist in rescue, medical care, provision of emergency feeding, housing and transport, where this cannot be adequately achieved by a local authority, community or voluntary agency in a timely manner. Such assistance may be either physical or financial

Government departments will meet all their own costs of supporting or participating in response measures without recovery of these costs from the local authorities concerned, unless the levels of support provided exceed the allowances provided for or set out in their departmental forecast.

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. Local authorities that are unclear about their corporate responsibilities during a state of emergency should seek advice from MCDEM.

In most cases, local authorities have reserves or borrowing capacity to call on when an emergency event occurs. Nevertheless, there may be situations where the government could provide advances on response costs to assist recovery by enabling a local authority to enter into immediate financial commitments after an emergency event that it might otherwise have difficulty supporting.

Before an advance on response costs is made to a local authority, the local authority concerned is required to provide evidence to the Director, Civil Defence Emergency Management that it faces liquidity problems and that it is likely to face significant response and recovery costs.

## **26.4. Specific assistance programmes (response)**

### **26.4.1. Caring for the displaced**

Government will fully reimburse local authorities for costs incurred in caring for displaced people as described below.

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 a marae for the provision of emergency accommodation.

Helicopter drops to people isolated in their homes and lacking supplies of essential items such as food, fuel and medical items may be reimbursed.

Eligible costs do not include local authority overheads; indirect costs such as local authority staff time, office space and the use of vehicles; and the costs of supporting people in longer term temporary accommodation as this is met through Ministry of

Social Development measures (see 26.6 Government assistance after an emergency (Recovery) below). Displaced people should be moved from emergency into temporary accommodation as soon as possible, unless they choose to remain on marae.

Local authorities are initially responsible for meeting all emergency expenditures arising out of the use of resources and services provided under the direction of a Group or Local Controller. Particular care should be taken to keep a clear record of who authorises any expenditure, and why, in order to simplify any follow-up action.

The following procedure is for when a local authority wishes to claim reimbursement of emergency expenditure incurred:

- ◆ costs should be GST exclusive and actual (not estimated);
- ◆ higher rates of subsidy or a grant may be approved by Cabinet in cases where the residual amount to be met by a local authority is beyond its financial capability;
- ◆ only one claim is permissible for each item of eligible expenditure;
- ◆ when an emergency affects only the area of a single district or city, that local authority may handle its own claim;
- ◆ when an emergency event involves more than one district, a CDEM Group should co-ordinate and check respective local authority claims;
- ◆ the claim is to be certified by the relevant chief executive(s) and forwarded to MCDEM;
- ◆ 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;
- ◆ claims should be accompanied by all relevant details to support the classification of costs as emergency expenditure;
- ◆ receipts are not required but details of payments made should be listed for each item under the appropriate category;
- ◆ the 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 of CDEM is satisfied that a claim (amended as necessary) represents a fair 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;
- ◆ the Secretary for Internal Affairs will determine the entitlement for reimbursement;
- ◆ recommendations for the payment of higher rates of subsidy or a grant will be referred to Cabinet for approval.

MCDEM should be contacted for further information and advice on this assistance.

For information about further assistance for displaced people see 26.6 Government assistance after an emergency (recovery) below.

## **26.4.2. Other response costs incurred by local authorities**

Other eligible response costs may be partially reimbursed by government.

Eligibility of costs is not determined by the nature of the good or service purchased but by whether it contributed to the precautions or preventive actions described in clause 89(1) of the National CDEM Plan. (Local authorities should be able to demonstrate this link when discussing claims with MCDEM.) 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. (see also 26.12, Compensation).

Any reimbursement of eligible other response costs will be calculated by MCDEM through a process of:

- ◆ combining them with eligible essential infrastructure recovery repairs;
- ◆ measuring the combined costs against the ‘recovery threshold’ (see 26.7.4, Essential infrastructure recovery repairs)”; and
- ◆ reimbursing 60 percent of the combined costs above that threshold.

Eligible other response costs should be claimed at the same time, and through the same process, as essential infrastructure recovery repairs.

## **26.5. Response costs incurred by community service organisations**

Assistance may be available to community service organisations through disaster relief funds.

## **26.6. Government assistance after an emergency (recovery)**

### **26.6.1. General assistance programmes**

#### **Rebuilding of government facilities**

Central government will assume responsibility for the restoration of those facilities which it owns or provides. It is the responsibility of the relevant department to manage the risks, to maintain adequate insurance cover and to complete the restoration of its facilities.

#### **Rebuilding of trading utilities assets**

Government assistance is not normally available for state-owned enterprises, local authority-controlled trading organisations, airport and port companies, and electricity retailers. Such organisations should maintain sufficient insurance cover and emergency reserves to manage the assured risk. If special problems of risk management and hardship can be demonstrated, government assistance as a special policy may be requested. Any central government assistance would be subject to the principles and conditions set out in clauses 89(2)–(5) of the National CDEM Plan.

#### **Restoration of other local authority assets**

Assistance in road and bridge repair is available (see 26.7.3. Assistance to local authorities: Road and bridge repair subsidies).

In certain circumstances, partial reimbursement may be available for the repair of some other essential infrastructure and for community assets damaged as a consequence of the failure of flood protection schemes.

### **Restoration of damage to individually owned assets**

It is the owner's responsibility to insure all individually owned assets. If insured, homeowners are usually covered by the Earthquake Commission (EQC).

Government assistance is not ordinarily available for restoring household assets except through:

- ◆ standard Ministry of Social Development (MSD) assistance; and
- ◆ contributions to disaster relief funds.

In exceptional circumstances additional assistance may be provided by government as special policy.

### **Provision of welfare assistance**

It may be necessary to provide enhanced welfare for the area affected by the disaster for a period of time; this may take the form of financial assistance and social and psychological support. Such assistance should be provided by agencies normally involved with these activities in accordance with Section 12.7 and 12.11.

## **26.7. Specific assistance programmes**

### **26.7.1. Assistance to households and individuals**

#### **Ministry of Social Development's income support and assistance to evacuees**

MSD provides grants to evacuees through its Civil Defence Programme. These cover evacuees' immediate needs such as temporary accommodation costs, food, clothing and loss of livelihood for those unable to work during the emergency. These payments are not income or asset tested. Evacuees should approach MSD directly.

The MSD Civil Defence Programme can also provide payments to people billeting evacuees.

MSD may also be able to provide assistance through:

- ◆ its standard income assistance programmes; or
- ◆ by placing unemployed people on enhanced Taskforce Green schemes.

This may include people who lose their job because of the event.

#### **Relocation and re-establishment grants**

MSD can provide civil defence relocation and re-establishment grants to low-income households. The grants are for Work and Income clients who have had essential household equipment destroyed. The authorisation of relocation and re-establishment grants is at the discretion of Cabinet, and will usually be provided in emergencies that affect a high percentage of beneficiaries.

### **Psychosocial support**

MSD funds counselling and support services for people affected by hazards and disasters. The services involve:

- ◆ identifying individuals' emotional and practical needs;
- ◆ providing initial psychosocial support;
- ◆ where necessary, referring people to professional counselling or psychological services; and
- ◆ activating social support networks by providing opportunities for interaction.

### **Disaster recovery relief funds**

Central government may contribute to any disaster recovery relief fund which may be established. Government contributions once made will be disbursed by the trustees under the provisions of the trust deed in the same manner as other funds received. However, the government expects that trustees will address not only the needs of affected individuals and families but also those of community organisations and marae and their associated facilities and infrastructure. Te Puni Kōkiri will facilitate and support Māori access to disaster relief funds and will aim to provide trustees with relevant information about the needs of marae affected during an emergency.

The Minister of Civil Defence, together with either the Prime Minister or Minister of Finance, may authorise a lump sum contribution to a disaster recovery relief fund of up to \$100,000 GST inclusive. Larger contributions need to be approved by Cabinet.

See also 26.10.3 for disaster recovery relief fund support of small businesses.

## **26.7.2. Housing assistance**

Housing New Zealand Corporation can help people whose homes are uninhabitable find temporary accommodation.

Where homes and/or contents are covered by insurance, EQC provides limited dwelling and contents cover for damage caused by earthquake, volcanic eruption, hydrothermal activity, tsunami, natural landslip or natural disaster fire, and to land damaged by flood or storm.

## **26.7.3. Assistance to local authorities**

### **Road and bridge repair subsidies**

Land Transport New Zealand may provide financial assistance towards the costs of road and bridge repair after a weather event or other natural disaster. Subsidy rates differ between local authorities. Contact should be made with the regional Land Transport New Zealand representative for further information.

Land Transport New Zealand may fund local authorities for the repair of Māori roads where:

- ◆ the roads provide unimpeded public access; and
- ◆ the local authority has accepted responsibility for the road's maintenance.

#### 26.7.4. Essential infrastructure recovery repairs

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 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 can meet its obligation to provide for its own recovery to the extent defined in this Guide.

Government policy is to reimburse 60 percent of the combined eligible costs, above a threshold of:

- ◆ 0.0075 percent of the net capital value of city, district councils and unitary authorities;
- ◆ 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.

The thresholds above are a sufficient test of the need for government assistance to fund recovery.

Claims should include the following information:

- ◆ local authority name, address, telephone number, contact person;
- ◆ description of event and damage;
- ◆ costs and calculations;
- ◆ list of eligible assets damaged by event;
- ◆ cost of restoration or repair (GST exclusive) on an asset by asset basis;
- ◆ other eligible costs – itemised and GST exclusive;
- ◆ combined total cost;
- ◆ the net rateable capital value of the local authority's district or region as stated in its annual plan and consequent threshold;

- ◆ amount of claim (60 percent of costs above threshold);
- ◆ evidence that any river management or flood control works/repairs are necessary to avoid major community disruption or continued risk to life;
- ◆ a breakdown of any 'other response costs' and an explanation of how they meet the eligibility criteria;
- ◆ signed confirmation by the local authority's chief executive that:
  - ◆ the above information is correct;
  - ◆ all river system and essential infrastructure repair assets on which this subsidy is being sought are directly owned by the local authority; and
  - ◆ the local authority can meet its share of the recovery costs;
- ◆ written confirmation, by the local authority's chief executive that all assets claimed against were managed consistent with 'reasonable practice' in the sector.

Costs are to be actual, unless MCDEM has previously agreed to accept estimates.

On receipt of a claim, the Director of CDEM may seek independent verification of the costs. When the Director is satisfied that a claim represents a fair statement for reimbursement of the eligible costs under this section, the Minister may seek funding from Cabinet. The Secretary for Internal Affairs will determine the entitlement for reimbursement and recommendations for the payment of higher rates of subsidy or a grant will be referred to Cabinet for approval. This kind of assistance is treated as new expenditure requiring a new appropriation in the year in which it is incurred.

Government grants for natural disasters and civil defence emergencies are to be covered by agreements between the Crown and recipients which require that grant monies be held in special interest-bearing bank accounts, and that surplus funds, and any interest earned on such funds, are to be returned to the Crown. This does not apply where the local authority has already paid these costs in full.

## 26.8. Taskforce Green

Many recovery situations will require an intensive clean-up operation to restore the basic integrity of property and the infrastructure of public utilities and other services. In many cases, such a clean-up operation will be of a scale that extends beyond the capacity of volunteers or local authority employees. Taskforce Green labour may be available for helping clean up and repair damage after a natural disaster.

Taskforce Green allows for unemployed people to be employed by the local authority and receive a wage subsidy from Work and Income.

Taskforce Green cannot be used for a local authority's usual work or where it would displace people from jobs. Neither are these programmes designed to replace volunteer work during the time of the emergency.

Unless seeking enhancements (see 26.10.1), local authorities wanting access to Taskforce Green labour should initially contact their local office of the Ministry of Social Development once specific labour needs have been identified.



## **26.9. Assistance to rūnanga, iwi and other Māori organisations and community service organisations**

Rūnanga and community service organisations can access Taskforce Green by contacting MSD (see also 26.8, Taskforce Green).

Marae can claim back from local authorities their costs in caring for the displaced (see also 26.4.1, Caring for the displaced).

Government also expects that mayoral disaster relief funds will assist community groups.

Land Transport NZ can fund local authorities for the repair of Māori roads where:

- ◆ the roads provide unimpeded public access; and
- ◆ the local authority has accepted responsibility for the road's maintenance (see also 26.7.3, Assistance to local authorities: Road and bridge repair subsidies).

## **26.10. Assistance to businesses**

Government assistance to businesses is directed primarily towards assistance of those individuals within the business, and not at the business itself, as the government does not assume business risk.

### **26.10.1. Enhanced Taskforce Green**

Depending upon circumstances the Government may approve enhancements to Taskforce Green in order to help a community recover following an adverse weather event or natural disaster. The criteria for Enhanced Taskforce Green differ from that of standard Taskforce Green, and can include wider worker eligibility, grants for local councils and extended duration periods.

Further information is available from Work and Income or MSD.

### **26.10.2. Tax assistance**

Inland Revenue can remit late payment and late filing penalties for those affected by a civil defence emergency.

The Government has also passed legislation to:

- ◆ enable use-of-money interest to be remitted for those significantly affected by a qualifying event; and
- ◆ allow Inland Revenue to accept late estimates of provisional tax from those significantly affected by a qualifying event or a self-assessed adverse event; and
- ◆ create a deduction for the tax loss on any commercial buildings, or farming, forestry or aquaculture improvements destroyed as a result of events outside the taxpayer's control; and
- ◆ ensure that livestock donated because of a self-assessed adverse event is treated as leaving the donor's business at zero-value and entering the recipient's business at zero-value.

Inland Revenue will contact tax agents should this assistance be applicable.

### **26.10.3. Disaster recovery relief funds**

Government expects its contributions to disaster recovery relief funds to be available as support for small businesses. See also 26.7.1 for disaster recovery relief fund support for households and individuals.

### **26.11. Special policies**

Special policies are those policies which are required to establish new programmes to meet the specific needs for emergency recovery in an affected region, or are required to achieve funding over and above that available from existing departmental resources.

Special policies which may be necessary for a specific situation cannot normally be defined in advance but regard will be had to clauses 89(2)–(5) of the National CDEM Plan. Special policies require specific approval and funding from central government. They will normally be for fixed financial amounts and for set periods of time rather than for open-ended amounts or periods of time.

#### **26.11.1. Special policy for local authorities**

Special policies may be proposed to provide assistance to local authorities in addition to the standard assistance available. Government expects local authorities to consider future risk reduction as part of recovery. Local authorities may also consider that they face exceptional 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 financial assistance from central government is not available routinely, and it should not be factored into risk management plans. It is intended to assist communities in those rare circumstances where disasters of an unusual type or magnitude cause damage that overwhelms community resources.

In considering proposals for special policy assistance, Cabinet will examine closely all other provisions made for risk management by the local authority or individual concerned. Government's expectation is that those responsible for risk management will make full and comprehensive provisions for dealing with all foreseeable risks.

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, with funding coming from government. Government grants for natural disasters and civil defence emergencies are to be covered by agreements between the Crown and recipients which require that grant monies be held in special interest-bearing bank accounts, and that surplus funds, and any interest earned on such funds, are to be returned to the Crown. This does not apply where the local authority has already paid these costs in full. The Director of CDEM will monitor the implementation of the policy and undertake further co-ordination if necessary.

### 26.11.2. Other special policy situations

Other applications for special policy are also:

- ◆ at Cabinet's discretion and not available as a matter of routine, and should not be factored into risk management plans;
- ◆ 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.

Government's expectation is that those responsible for risk management will make full and comprehensive provisions for dealing with all foreseeable risks.

Special policy should only be sought to assist communities in those rare circumstances where disasters of an unusual type or magnitude cause damage that overwhelms community resources.

### 26.12. Compensation

Sections 107 to 109 of the Civil Defence Emergency Management Act 2002 provide for compensation where:

- ◆ property has been requisitioned;
- ◆ there is loss or damage to personal property; and
- ◆ other circumstances.

### 26.13. References and links

#### Other sections of the Guide

- ◆ Section 12, Welfare



# Appendix 1. Specific contingency plans

## Summary

This appendix distinguishes between functional and contingency planning, and provides criteria for determining when a contingency plan at the national level is required.

A1.1. Objective.....	1
A1.2. Principles .....	1
A.1.2.1. Criteria for determination .....	1
A1.3. Operational arrangements .....	2

## A1.1. Objective

To provide specific-event contingency 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 planning.

## A1.2. Principles

Emergency operational planning can be structured with an emphasis on either functional- or contingency-based planning.

**Functional planning** outlines 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 community welfare, public information or evacuation. The National CDEM Plan is a function based plan.

**Contingency-based planning** outlines what will happen during a particular event. Contingency plans are often based on specific hazards or events.

### A1.2.1. Criteria for determination

Any specific contingency plan will be based on the provisions of the National CDEM Plan and the Guide. A specific contingency 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 specific contingency 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.

Determination of whether a specified type of emergency is effectively covered in the functions identified in the National CDEM Plan would include consideration of:

- ◆ whether the risks, consequences or impacts are substantially different in terms of scope, duration, intensity or extent from those envisaged in the national CDEM Plan (e.g., CDEM planning being undertaken to support health services in response to pandemic influenza); or
- ◆ the CDEM arrangements required for response or recovery are substantially different in terms of scope, duration, intensity or extent from those envisaged in

the National CDEM Plan (e.g., the specific actions required within a constrained timeframe for responding to a distant tsunami).

### **A1.3. Operational arrangements**

Specific Event Contingency Plans: Plan requirements should be reviewed against the provisions of the Guide for:

- ◆ tsunami;
- ◆ major earthquake;
- ◆ volcanic eruption;
- ◆ CDEM support to other emergencies such as pandemic;
- ◆ any gaps should be addressed by further planning.

# Appendix 2. National CDEM Plan monitoring and evaluation

## Summary

This appendix covers the arrangements for monitoring and evaluation of the National Civil Defence Emergency Management Plan Order 2005 (National CDEM Plan).

A2.1. Objective.....	1
A2.2. Principles .....	1
A2.2.1. Relationship to other CDEM monitoring and evaluation activities .....	1
A2.3. Statutory review of the National CDEM Plan.....	1
A2.4. Operational arrangements.....	2
A2.4.1. Develop and implement a monitoring and evaluation programme. ....	2
A2.4.2. Operational procedures and systems monitoring. ....	2
A2.5. References and links .....	2

## A2.1. Objective

To develop and implement a programme for monitoring and evaluating whether the National CDEM Plan is:

- ◆ achieving its objectives (clause 2 of the National CDEM Plan);
- ◆ consistent with the National Civil Defence Emergency Management Strategy (section 39(2)(c)) of the Civil Defence Emergency Management Act 2002 (CDEM Act);
- ◆ contributing to achieving the purposes of the CDEM Act (section 3 of the CDEM Act); and
- ◆ otherwise complies with the CDEM Act and other relevant legislation.

## A2.2. Principles

### A2.2.1. Relationship to other CDEM monitoring and evaluation activities

The National CDEM Plan monitoring and evaluation programme is to align with, and be informed by, the wider monitoring and evaluation framework and activities undertaken as part of the National CDEM Strategy.

National CDEM planning is dependent on the planning and operational activities of other agencies both national and locally. Developing and implementing a monitoring and evaluation programme for the National CDEM Plan will involve CDEM Groups, relevant government agencies, lifeline utilities and other stakeholders, such as non-governmental organisations (NGOs), as appropriate.

The monitoring programme includes the regular testing of the functionality of operating procedures and systems as part of core readiness activities.

## A2.3. Statutory review of the National CDEM Plan

Section 46(1) of the CDEM Act requires that the National CDEM Plan be reviewed

at least every five years from its commencement date. For the first National CDEM Plan commencing on 1 July 2006, the intent is for a review after two years subject to Ministerial agreement.

Outputs and outcomes of the monitoring and evaluation programme will contribute to the review processes.

## **A2.4. Operational arrangements**

### **A2.4.1. Develop and implement a monitoring and evaluation programme.**

#### **Lead agency**

MCDEM.

#### **Support agencies**

CDEM Groups and other agencies.

#### **Detail of function**

Develop a monitoring and evaluation programme for the National CDEM Plan to fit with the wider monitoring and evaluation framework of the National CDEM Strategy, and related activities of stakeholder agencies.

### **A2.4.2. Operational procedures and systems monitoring.**

#### **Lead agency**

MCDEM

#### **Support agencies**

CDEM Groups, government agencies and lifeline utilities.

#### **Detail of function**

Undertake regular testing and exercising of procedures and systems to maintain operational readiness.

## **A2.5. References and links**

#### **Other sections of the Guide**

- ◆ Section 17, Exercise programmes
- ◆ Section 19, National CDEM warnings
- ◆ Section 20, National Crisis Management Centre

#### **Other documents**

- ◆ Ministry of Civil Defence and Emergency Management (2004) Resilient New Zealand: National Civil Defence and Emergency Management Strategy – 2003–2006; ISBN 0–478–25461–X.



# Appendix 3. Definitions and abbreviations

## Summary

This appendix covers the definition of terms and use of abbreviations in the Guide to the National CDEM Plan.

A3.1. Definitions .....	1
A3.2. Abbreviations .....	6

## A3.1. Definitions

The source of the definition is shown if it is other than the Guide.

---

### 4 Rs means

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

*[National CDEM Plan order 2005]*

---

**Act** means the Civil Defence Emergency Management Act 2002 (CDEM Act)

*[National CDEM Plan order 2005]*

---

### Agencies means

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

*[National CDEM Plan order 2005]*

---

**Assembly area** Where evacuees report, and the point from which they will be transported to a reception centre. Assembly areas should be public buildings that are well known, and that have toilets.

---

**Capability** means the effectiveness of co-operation and co-ordination arrangements across agencies for the delivery of resources in the event of an emergency.

---

**Capacity** means the adequacy of resources in terms of quantity, and suitability of personnel, equipment, facilities and finances.

*[National CDEM Strategy]*

---

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

[CDEM Act]

---

**Civil defence emergency** is any emergency managed under the CDEM Act.

The CDEM Act defines “emergency” as a situation that:

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

[CDEM Act]

---

**Civil defence emergency management** has the same meaning as in section 4 of the CDEM Act [follows]

- (a) *means the application of knowledge, measures, and practices that—*
  - (i) *are necessary or desirable for the safety of the public or property; and*
  - (ii) *are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and*
- (b) *includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge and practices.*

[CDEM Act]

---

**Cluster** means a group of agencies that interact to achieve common civil defence emergency management outcomes.

---

**Director** has the same meaning as in section 4 of the CDEM Act [follows]

*means the Director of Civil defence Emergency Management appointed under section 8.*

[CDEM Act]

---

**District Health Board** means the provider of publicly funded services for the population of a specific geographical area in New Zealand.

[Ministry of Health]

---

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

---

**Duty Officer, MCDEM** is an immediate 24 x 7 response time position.

---

**Emergency** has the same meaning as in section 4 of the CDEM Act [follows]

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

[CDEM Act]

---

**Emergency services** has the same meaning as in section 4 of the CDEM Act [follows]

*means the New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, and hospital and health services.*

[CDEM Act]

---

**Epidemic** A disease affecting or tending to affect an atypically large number of individuals within a population, community or region at the same time.

[NHEP]

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**Evacuation** 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. Arrangements for pre-event and mandatory evacuation are detailed below.

**Mandatory** evacuation takes place when it is determined by the Police, NZ Fire Service or a CDEM controller that there is an absolute need to evacuate an area, usually on a large-scale and possibly for a long period of time (e.g., for more than 24 hours). Mandatory evacuation can be ordered under section 86 of the Civil Defence and Emergency Management Act 2002 and sections 28 and 28A of the Fire Service Act 1975. The Police or Fire Service will generally carry out this type of evacuation.

**Pre-event** evacuation occurs when the level of risk is uncertain and it is recommended to evacuate within a certain geographic area (e.g., suburb) or by risk factor (e.g., people with certain health issues) until the level of risk is reduced. Pre-event evacuations may be further classed as either:

- ◆ **Voluntary:** where people are informed of a possible threat (e.g., an approaching cyclone), but no special evacuation measures (such as traffic control) are taken, and people may remain in the area if they choose.
- ◆ **Recommended:** when the threat (e.g., storm-surge) has a high probability of affecting people living in at-risk areas and they are encouraged to leave but the decision to do so is left to individuals. Evacuation plan support measures commence (e.g., transportation measures).

**Self** evacuation occurs when people decide to relocate from their usual home locations, either with or without instruction from authorities, but without making themselves known to such authorities.

---

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

---

**GeoNet** The GeoNet system is a national geological hazards monitoring and data collection system. GeoNet is operated by GNS Science and incorporates dual data centres with duty officers on 20 minute 24/7 response time.

---

**Guide** The Guide to the National Civil Defence Emergency Management Plan that is referred to in the national CDEM Plan and approved by government.

[National CDEM Plan order 2005]

---

**Hazard** has the same meaning as in section 4 of the CDEM Act [follows]

*means something that may cause, or contribute substantially to the cause of, an emergency.*

[CDEM Act]

---

**Lead agency** means the organisation with current responsibility for managing an emergency

---

**Lifeline utility** has the same meaning as in section 4 of the Act [follows]

*means an entity named or described in Part A of Schedule 1, or that carries on a business described in Part B of Schedule 1.*

[CDEM Act]

---

**Local authority** means a regional council or territorial authority.

[Local Government Act 2002]

---

**Minister** has the same meaning as in section 4 of the Act [follows]

*means, subject to any enactment, the Minister of the Crown who, with the authority of the Prime Minister, is for the time being responsible for administration of this Act.*

[CDEM Act]

---

**National Controller** has the same meaning as in section 4 of the CDEM Act [follows]

*means the person who is the National Controller in accordance with section 10.*

[CDEM Act]

---

**National significance** has the same meaning as in section 4 of the CDEM Act [follows].

See also section 2 Hazards & risks (clause 9(4) of the National CDEM Plan).

*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]

---

**Pandemic** An epidemic (a sudden outbreak) that becomes very widespread and affects a whole region, a continent or the world.

[NHEP]

---

**Plan** means the National Civil Defence Emergency Management Plan.

[CDEM Act]

---

**Pacific Tsunami Warning Centre (PTWC)** is a United States National Oceanographic and Atmospheric Administration facility that supports the PTWS.

---

**PTWC tsunami bulletin** 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** 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** A message about earthquakes M >7.5 in the Pacific to warn recipients after confirmation has been received that a potentially destructive tsunami has been generated, or when confirmation has not been established but the tsunami travel time to the particular member country is less than 3 hours.

---

**Pacific Tsunami Warning System (PTWS)** is a system administered under the Intergovernmental Oceanographic Commission (IOC) of UNESCO.

---

**Reception centre** The site where evacuees are received and registered, and from which welfare agencies provide social support (see also section 12, Welfare).

---

**Recovery Co-ordinator** has the same meaning as in section 4 of the CDEM Act [follows]  
*means a Recovery Co-ordinator appointed under section 29.*

[CDEM Act]

---

**Risk** has the same meaning as in section 4 of the CDEM Act [follows]

*means the likelihood and consequences of a hazard.*

[CDEM Act]

---

**Sheltering/shelter in place** A term used to describe the actions of people who stay in their home location during and following an emergency. It recognises that the home location may be damaged or compromised from the event (such as loss of power, water or structural damage).

---

**State of emergency** has the same meaning as in section 4 of the CDEM Act [follows].

*means a state of national emergency or a state of local emergency.*

[CDEM Act]

---

**State of local emergency** has the same meaning as in section 4 of the CDEM Act

*means a state of local emergency declared under section 68 or section 69*

[CDEM Act]

---

**State of national emergency** has the same meaning as in section 4 of the CDEM Act

*means a state of national emergency declared under section 66*

[CDEM Act]

---

**Sting** The sting is the official New Zealand civil defence audio alert, which can be heard at [www.civildefence.govt.nz](http://www.civildefence.govt.nz).

---

**Strategy** The national civil defence emergency management strategy completed under section 31 of the Act

[CDEM Act]

---

**Support agency** means any agency that assists the lead agency during an emergency.

---

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

---

**Traffic Control Management Plan** Details the temporary changes to traffic control to facilitate emergency traffic management.

## A3.2. Abbreviations

The following abbreviations are used in the Guide to the National CDEM Plan.

<b>ACC</b>	Accident Compensation Corporation
<b>AFTN</b>	Aeronautical Fixed Telecommunication Network
<b>ANGOA</b>	Association of Non Government Organisations of Aotearoa
<b>AREC</b>	Amateur Radio Emergency Communications
<b>CAA</b>	Civil Aviation Authority
<b>CDEM</b>	Civil Defence Emergency Management
<b>CERT</b>	Community Emergency Response Team
<b>CIMS</b>	co-ordinated incident management system
<b>CYF</b>	Department of Child, Youth and Family Services
<b>DESC</b>	system of domestic and external security co-ordination used by the Government to manage all national crises
<b>DESG</b>	Domestic & External Security Group of Department of Prime Minister and Cabinet
<b>DHB</b>	district health board, and includes hospital and health services (including ambulance services)

<b>DPMC</b>	Department of the Prime Minister and Cabinet
<b>ECC</b>	Emergency Co-ordination Centre
<b>EIS</b>	Emergency Impact Summary
<b>EMA</b>	emergency management adviser
<b>EOC</b>	Emergency Operations Centre and encompasses ECC
<b>EQC</b>	Earthquake Commission
<b>FRST</b>	Foundation for Research, Science and Technology
<b>FRSITO</b>	Fire and Rescue Service Industry Training Organisation
<b>GEOC</b>	Group Emergency Operations Centre
<b>GP</b>	general medical practitioner
<b>ICG/PTWS</b>	International Co-ordination Group for the Pacific Tsunami Warning and Mitigation System
<b>ICNZ</b>	Insurance Council of New Zealand
<b>INSARAG</b>	International Search and Rescue Advisory Group
<b>IOC</b>	Intergovernmental Oceanographic Commission
<b>IPENZ</b>	Institute of Professional Engineers of New Zealand
<b>MAF</b>	Ministry of Agriculture and Forestry
<b>MCDEM</b>	Ministry of Civil Defence and Emergency Management
<b>MFAT</b>	Ministry of Foreign Affairs and Trade
<b>MoH</b>	Ministry of Health
<b>MoRST</b>	Ministry of Research Science and Technology
<b>MOU</b>	Memorandum of Understanding
<b>MSD</b>	Ministry of Social Development
<b>NCMC</b>	National Crisis Management Centre
<b>NDRF</b>	Non-Government Organisation Disaster Relief Forum
<b>NEP</b>	national exercise programme
<b>NEST</b>	Neighbourhood Emergency Support Team
<b>NHEP</b>	National Health Emergency Plan
<b>NGO</b>	Non-governmental organisations, and excludes local government
<b>NIWA</b>	National Institute of Water and Atmospheric Research
<b>NWRCG</b>	National Welfare Recovery Co-ordination Group
<b>NZFS</b>	New Zealand Fire Service
<b>NZHPT</b>	New Zealand Historic Places Trust
<b>NZQA</b>	New Zealand Qualifications Authority

<b>NZRT</b>	New Zealand Response Team
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs, which is an office of the United Nations
<b>ODESC</b>	Committee of Officials for Domestic and External Security Co-ordination
<b>OSH</b>	occupational safety and health
<b>PHO</b>	primary health organisation
<b>PTSD</b>	post-traumatic stress disorder
<b>PTWC</b>	Pacific Tsunami Warning Centre in Hawaii, operated by National Oceanographic and Atmospheric Administration
<b>PTWS</b>	Pacific Tsunami Warning System
<b>RCA</b>	road controlling authority
<b>SOP</b>	Standard Operating Procedure
<b>SPCA</b>	Royal New Zealand Society for the Prevention of Cruelty to Animals
<b>TA</b>	[local] territorial authority (includes city, district and unitary authorities)
<b>TPK</b>	Te Puni Kōkiri
<b>UNDAC</b>	United Nations Disaster Assessment and Coordination
<b>UNESCO</b>	United Nations Environment, Science and Cultural Organisation
<b>USAR</b>	urban search and rescue
<b>VOSOCC</b>	Virtual On Site Operations Coordination Centre
<b>WAG</b>	Welfare Advisory Group
<b>WMO</b>	World Meteorological Organisation



# Appendix 4. Action cards

## Summary

Three key Action Cards, outlining the crucial steps to be followed in the activation, response and recovery phases of an emergency, are included in this appendix.

Action Card 1. Activation .....	2
Action Card 2. Response .....	3
Action Card 3. Transition to Recovery .....	4

### *Please note:*

- ◆ The Action cards (Activation, Response and Transition to Recovery) are generic and can be used by all agencies with an 'operational' co-ordination role in the National Civil Defence Emergency Management (CDEM) Plan/Guide.
- ◆ The Action Cards provide prompt actions (for all agencies) to perform before referring to their own Standard Operating Procedures (SOPs) which provide more detailed information about specific roles or functions.

## Action Card 1: Activation

(For duty officers of government agencies, Group Controllers, Group Recovery Managers)

### Personal

1.
  - ◆ Activate the arrangements for your family / dependents / pets.
  - ◆ Ensure your own personal health and safety e.g. you have appropriate personal protective equipment (such as outdoor clothing), torch and notify someone of your travel route and destination.
  - ◆ Ensure you take the necessary clothing, footwear, equipment (e.g. phone/charger), food and water with you for the role, operational location and likely duration of activation.

### Agency

2. Activation:
  - ◆ Consider the need to activate your response / emergency plan.
  - ◆ Identify your role and other staffing requirements (including staff likely to be involved in recovery activity).
  - ◆ Maintain a log of communications, actions, summary of events and decisions taken.
  - ◆ Inform your executive/manager.
3. Notifications:
  - ◆ Inform people with emergency response roles under your agency's plan.
  - ◆ Identify sufficient resources (including staff to be on standby for next shift) for the likely duration of its response.
  - ◆ Identify who else needs to be told in your agency.
  - ◆ Identify who else you need to communicate with (internal/external).
  - ◆ Use the above discussions as a way to collect and then share information on the emergency.
4. Co-ordination: Refer to cl 63-65, National CDEM Plan
  - ◆ Central government agencies and Civil Defence Emergency Management (CDEM) Group Controllers are to inform (as soon as practicable) the Ministry of Civil Defence & Emergency Management Duty Officer at the National Crisis Management Centre (NCMC) of your agency's status and actions.  
**MCDEM Duty Officer: (04) 04 4730021**  
**NCMC Operations Team : (04) 494 6914**  
**NCMC Satphone: 881621 465606**  
**Email: operations@ncmc.govt.nz**
  - ◆ Confirm any additional tasks that have been requested of you.
  - ◆ Liaise regularly with local, regional and national partner agencies as appropriate.
5. Your actions:

## Action Card 2: Response

(For responders from government agencies, Group Controllers, Group Recovery Managers)

### Personal

1. In an extended duration event:
  - ◆ Ensure that you take adequate rest breaks during the response phase
  - ◆ Ensure adequate leave after a response role before resuming business as usual.
  - ◆ Ensure you have an opportunity to contribute to an organisational debrief, and access to personal support mechanisms.

### Agency

2.
  - ◆ Follow arrangements in your agency's plan, standard operating procedures (SOPs) and task procedures.
  - ◆ Maintain a log of communications, actions, and decisions taken.
  - ◆ Keep your executive/manager informed.
  - ◆ Liaise regularly with staff and partner agencies.
3. As your agency's/Group's representative for the emergency, consider resourcing needs (including for recovery activity):
  - ◆ Identify required resources for the likely duration of your agency's response.
  - ◆ Develop a roster of three 8hr shifts so that you and other staff have adequate rest.
  - ◆ Consider putting other staff on standby (e.g. those on leave etc).
4. Response Activity: Refer to cl 59, National CDEM Plan
  - ◆ Assess the impact of the event on your own staff, assets, and services.
  - ◆ Activate your own business continuity and emergency arrangements.
  - ◆ Maintain or restore the core services you provide.

Co-ordinate with partner agencies you work with to:

  - ◆ Understand the current status of each agency
  - ◆ Communicate with lead agencies, other responders, and the public.
  - ◆ Avoid gaps and duplications.
5. Co-ordination: Refer to cl 63-65, National CDEM Plan
  - ◆ Identify who else you need to communicate with during response activity (internal/ external and other functional lead/support agencies).
  - ◆ Central government agencies and Civil Defence Emergency Management (CDEM) Group Controllers to liaise regularly with National Crisis Management Centre (NCMC):  
**NCMC Operations Team: (04) 494 6914**  
**NCMC Satphone: 881621 465606**  
**Email: operations@ncmc.govt.nz**
6. Emergency Information Management: Refer to s66-68, National CDEM Plan

Contribute timely information for national situation reports (Sit Reps). Core emergency information that needs to be captured and reported is-

◆ Overview of the scale of event.	◆ Community response.
◆ Event status.	◆ Housing and property status.
◆ Physical impacts	◆ Transport routes status.
◆ Lifeline utilities status.	◆ Environmental status.
◆ People issues (displaced, missing, injured, dead), including foreign nationals.	
7. Your actions:

## Action Card 3: Transition to Recovery

(For responders from government agencies, Group Controllers, Group Recovery Managers)

Personal	
1. In an extended duration event:	
<ul style="list-style-type: none"><li>◆ If involved in recovery during the response and transition phases, ensure you have time for rest and personal needs before continuing.</li><li>◆ Ensure you have an opportunity to contribute to an organisational debrief, and access to personal support mechanisms.</li></ul>	
Personal	
2. Reporting:	Refer to cl 66-68 National CDEM Plan
<ul style="list-style-type: none"><li>◆ Maintain a log of communications, actions, and decisions taken.</li><li>◆ Complete any reports for your agency of the response to the emergency.</li><li>◆ Contribute to any external agency reports of the response to the emergency.</li><li>◆ Arrange an organisational debrief for your agency (refer to Organisational Debriefing Guideline [IS6/05] from <a href="http://www.civildefence.govt.nz">www.civildefence.govt.nz</a>).</li></ul>	
3. Transition:	Refer to cl 85, National CDEM Plan
<ul style="list-style-type: none"><li>◆ Inform your executive/manager that there has been a change in status.</li><li>◆ Identify, document and communicate your agency's continuing/new role in recovery.</li><li>◆ Identify and secure sufficient resource for your agency's role throughout recovery.</li></ul>	
4. Recovery:	Refer to cl 84-87, National CDEM Plan
Staff Support: Provide opportunities for staff to talk about their experiences, involve them in debriefing or review sessions and offer additional support as appropriate. Co-ordinate with interdependent agencies to-	
<ul style="list-style-type: none"><li>◆ Contribute to relevant task group / subtask group co-ordination meetings.</li><li>◆ Contribute to national recovery reports and development of a Recovery Action Plan (co-ordinated by Ministry of Civil Defence &amp; Emergency Management).</li><li>◆ Communicate with functional lead agencies, other responders, and the public.</li><li>◆ Continue to assess the impact of an event on your own staff, assets, and services.</li><li>◆ When appropriate ensure a smooth transition to business as usual activity.</li><li>◆ Maintain the services you provide.</li><li>◆ Co-ordinate recovery activities with other agencies to avoid gaps and duplications.</li></ul>	
5. Co-ordination:	Refer to cl 66 National CDEM Plan
<ul style="list-style-type: none"><li>◆ Central government agencies and CDEM Group Recovery Managers to liaise regularly with MCDEM for the co-ordination of CDEM recovery.</li><li>◆ Identify recovery stakeholders who you will need to liaise with (internal/external).</li></ul>	
6. Your actions:	

# Appendix 5. Agencies listed in the National CDEM Plan and Guide

## Summary

This appendix lists the agencies and organisations referred to in the National CDEM Plan and Guide.

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## A5.1. New Zealand Agencies

New Zealand Agencies specified by name in the National CDEM Plan and Guide are:

- ◆ Accident Compensation Corporation (ACC) (section 12)
- ◆ Association of Non Government Organisations of Aotearoa (ANGOA) (section 24)
- ◆ Airways Corporation of New Zealand (section 19)
- ◆ Amateur Radio Emergency Communications (AREC) (section 4)
- ◆ Civil Aviation Authority (CAA) (section 19, 20, 23)
- ◆ Classic Hits (section 19, 22)
- ◆ Child Youth and Family (CYF) (section 12)
- ◆ Citizens Advice Bureau (CAB) (section 12)
- ◆ Department of Building and Housing (DBH) (section 12, 20)
- ◆ Department of Conservation (DOC) (section 20)
- ◆ Department of Internal Affairs (DIA) (section 12, 22)
- ◆ Department of Labour (DoL) (section 12, 20)
- ◆ Department of the Prime Minister and Cabinet (DPMC) (section 19)
- ◆ Earthquake Commission (EQC) (section 12, 19, 20, 26)
- ◆ Fire and Rescue Service Industry Training Organisation (FRSITO) (section 14)
- ◆ Foundation for Research, Science and Technology (FRST) (section 19)
- ◆ Gas Association of New Zealand (GANZ) (section 11)
- ◆ GNS Science (section 4, 19, 20)
- ◆ Housing New Zealand Corporation (HNZC) (section 12, 20, 26)
- ◆ Inland Revenue Department (IRD) (section 12, 20, 26)
- ◆ Institute of Professional Engineers (IPENZ) (section 4)
- ◆ Insurance Council of New Zealand (ICNZ) (section 4, 12)
- ◆ Land Information New Zealand (LINZ) (section 20)
- ◆ Land Transport NZ (LTNZ) (section 4, 20, 26)
- ◆ Local Government New Zealand (LGNZ) (section 3)
- ◆ Maritime New Zealand (section, 19, 20, 23)

- ◆ Meteorological Service of New Zealand (MetService) (section 4, 19, 20)
- ◆ Ministry for the Environment (MfE) (section 4, 20)
- ◆ Ministry of Agriculture and Forestry (MAF) (section 12, 20)
- ◆ Ministry of Economic Development (MED) (section 20)
- ◆ Ministry of Education (MoE) (section 12, 20)
- ◆ Ministry of Foreign Affairs and Trade (MFAT) (section 12, 20, 23, 24)
- ◆ Ministry of Health (MoH) (section 6, 9, 12, 13, 19, 20, 24)
- ◆ Ministry of Justice (MoJ) (section 7)
- ◆ Ministry of Research Science and Technology (MoRST) (section 4)
- ◆ Ministry of Social Development (MSD) (section 11, 12, 20, 26)
- ◆ Ministry of Transport (MoT) (section 10, 11, 20)
- ◆ More FM (section 19, 22)
- ◆ National Institute of Water and Atmospheric Research (NIWA) (section 19, 20)
- ◆ New Zealand Customs Service (section 20, 24)
- ◆ New Zealand Defence Force (NZDF) (section 6, 19, 20)
- ◆ New Zealand Fire Service (NZFS) (section 6, 8, 13, 20, 23)
- ◆ New Zealand Food Safety Authority (section 19)
- ◆ New Zealand Historic Places Trust (NZHPT) (section 4)
- ◆ New Zealand Police (section 6, 7, 12, 13, 19, 20, 23, 24)
- ◆ New Zealand Qualifications Authority (NZQA) (section 14, 16)
- ◆ New Zealand Red Cross (section 7, 12, 23, 24)
- ◆ New Zealand Rural Fire Authority (NZRFA) (section 20)
- ◆ Newstalk ZB (section 19, 22)
- ◆ OnTrack (section 4, 19, 20, 23)
- ◆ Radio Live (section 19, 22)
- ◆ Radio New Zealand (RNZ) (section 19, 22)
- ◆ Rescue Co-ordination Centre New Zealand (RCCNZ) (section 19)
- ◆ Reserve Bank of New Zealand (section, 19)
- ◆ Royal New Zealand Society for the Prevention of Cruelty to Animals (SPCA) (section 12)
- ◆ Salvation Army (section 12)
- ◆ St John (section 12)
- ◆ State Services Commission (SSC) (section 4)
- ◆ Statistics NZ (section 4)
- ◆ Te Puni Kōkiri (TPK) (section 12, 26)
- ◆ Television New Zealand (TVNZ) (section 19, 22)
- ◆ Toll Rail (section 23)

- ◆ Transit New Zealand (section 20, 23)
- ◆ Treasury (section 20)
- ◆ TV3 (section 19, 22)
- ◆ Veolia Transport (section 23)
- ◆ Victim Support (section 12)
- ◆ Work and Income (section 12, 26)

## **A5.2. Overseas Organisations**

Overseas Agencies specified by name in the National CDEM Plan and Guide are:

- ◆ Pacific Tsunami Warning Centre (PTWC) (section 19)
- ◆ United Nations Office for the Co-ordination of Humanitarian Affairs (OCHA) (section 24)
- ◆ World Health Organisation (WHO) (section 9)