



The Guide to the  
**National Civil Defence  
Emergency Management Plan**  
2015

New Zealand Government

# The Guide to the National Civil Defence Emergency Management Plan 2015

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

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# Summary of sections

## Section 1. Introduction

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

**Contents** The section contents are:

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- 1.9 Relationship of objectives of the National CDEM Plan 2015 to goals of National CDEM Strategy.....6
- 1.10 Relationship of the National CDEM Plan 2015 to other plans.....7
- 1.11 References and links .....8

## Section 2. Hazards and risks

---

**Summary** The *National CDEM Plan 2015* identifies core functions for national management of the consequences of emergencies. It may also address the management of consequences of other emergencies not otherwise able to be managed by a lead agency.

The hazards and risks to be managed under the *CDEM Act 2002* and the *National CDEM Plan 2015* include any hazard that may result in an emergency.

The *National Hazardscape Report* identifies the seventeen most prevalent hazards in New Zealand and the principal means by which each of them is managed.

**Contents** The section contents are:

- 2.1 Hazards and risks to be managed at national level ..... 2
- 2.2 National risk assessment for hazards ..... 3
- 2.3 National consequences to manage ..... 4
- 2.4 References and links ..... 6

## Section 3. Management of emergencies

---

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

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## Section 4. General roles and responsibilities

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**Summary** The *CDEM Act 2002* and *National CDEM Plan 2015* establish specific roles and responsibilities. The acceptance of these roles and responsibilities by both public and private sector organisations is a key element in CDEM planning. Agencies also make commitments beyond their responsibilities under the *CDEM Act 2002* and *National CDEM Plan 2015* in order to reduce the impact of an emergency and manage the consequences.

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

---

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

**Contents**                    The section contents are:

- 5.1 Introduction ..... 2
- 5.2 Objective ..... 2
- 5.3 Principles ..... 2
- 5.4 Role of MCDEM during reduction and readiness..... 2
- 5.5 Role of MCDEM during response and recovery ..... 3
- 5.6 References and links ..... 3

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

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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 coordinated CDEM planning for reduction, readiness, response, and recovery.

**Contents**                    The section contents are:

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- 6.6 Reduction, readiness, response and recovery..... 6
- 6.7 References and links..... 8

## Section 7. Clusters

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<b>Summary</b>	Clusters in a CDEM context may consist of agencies from the same sector or organisational grouping that collectively work to reduce the impact of, and plan to be ready for, respond to, and assist recovery from an emergency. Cluster members work to achieve common CDEM outcomes for communities in a coordinated manner. Clusters may be formed at local, regional, and national levels.
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	7.4 Currently-formed clusters..... 3
	7.5 Cluster chairpersons ..... 5
	7.6 References and links ..... 5

## Section 8. Emergency services

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<b>Summary</b>	Emergency services comprise the New Zealand Police, New Zealand Fire Service, the National Rural Fire Authority, the rural fire authorities and health and disability services, that act together to plan for and respond to any emergency.
<b>Contents</b>	The section contents are:
	8.1 Introduction ..... 2
	8.2 Principles ..... 2
	8.3 Operational arrangements ..... 3
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## Section 9. New Zealand Police

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<b>Summary</b>	The New Zealand Police are responsible for the maintenance of law and order during an emergency. They may exercise special powers during a state of emergency, and will liaise with other agencies to ensure the most effective use of Police resources.
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# Section 10. Fire services

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

**Contents** The section contents are:

- 10.1 Introduction..... 2
- 10.2 Objective..... 2
- 10.3 Principles ..... 2
- 10.4 Roles of the New Zealand Fire Service in reduction and readiness..... 2
- 10.5 Roles of the fire services during response and recovery..... 3
- 10.6 Urban Search and Rescue (USAR)..... 6
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- 10.8 New Zealand Fire Service public information ..... 7
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# Section 11. Health and disability services

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

**Contents** The section contents are:

- 11.1 Introduction..... 2
- 11.2 Objective..... 3
- 11.3 Principles ..... 3
- 11.4 Role of health and disability services during reduction and readiness ..... 4
- 11.5 Role of health and disability services during response and recovery ..... 6
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# Section 12. New Zealand Defence Force

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

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- 12.2 Objective..... 2
- 12.3 Principles ..... 2
- 12.4 Role of New Zealand Defence Force during readiness..... 3
- 12.5 Role of New Zealand Defence Force during response..... 3
- 12.6 References and links ..... 4

## Section 13. Lifeline utilities

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

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## Section 14. Welfare services

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

**Contents** The section contents are:

14.1 Introduction .....	2
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## Section 15. Building management

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

**Contents** The section contents are:

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15.2 Objective .....	2
15.3 Principles.....	2
15.4 Management of buildings during reduction and readiness.....	3
15.5 Management of buildings during response and recovery.....	5
15.6 References and links.....	7

## Section 16. Science and research organisations

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

**Contents** The section contents are:

16.1 Introduction.....	2
16.2 Objective .....	2
16.3 Principles.....	3
16.4 Role of science and research organisations during reduction and recovery.....	3
16.5 Role of science and research providers during readiness and response.....	3
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## Section 17. Reduction

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

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17.6 Reduction under the National CDEM Plan 2015 .....	4
17.7 References and links.....	5

## Section 18. Readiness

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

**Contents** The section contents are:

18.1 Introduction .....	2
18.2 Objective .....	2
18.3 Principles .....	2
18.4 Readiness activities .....	2
18.5 References and links .....	3

## Section 19. Planning

---

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

**Contents** The section contents are:

19.1 Introduction .....	2
19.2 Business continuity planning .....	2
19.3 Emergency management planning .....	3
19.4 Response planning .....	5
19.5 References and links .....	5

## Section 20. Capability development

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

**Contents** The section contents are:

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20.2 CDEM capability development strategy .....	2
20.3 CDEM competency framework .....	2
20.4 Capability development activities .....	3
20.5 MCDEM support arrangements .....	4
20.6 References and links .....	4

# Section 21. Exercising and testing

---

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

**Contents** The section contents are:

- 21.1 Introduction ..... 2
- 21.2 National CDEM Exercise Programme ..... 2
- 21.3 Exercising and testing activities ..... 4
- 21.4 References and links ..... 4

# Section 22. Monitoring and evaluation

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**Summary** Monitoring and evaluation are standard parts of any effective policy or risk management processes. They provide a 'feedback loop' within these processes, allowing comparisons between actual and desired states. This enables ongoing analysis, and refinement of decisions and implementation processes, to improve outcomes. Legislative requirements for monitoring and evaluation of CDEM in New Zealand are established in the *CDEM Act 2002*.

**Contents** The section contents are:

- 22.1 Introduction ..... 2
- 22.2 CDEM Monitoring and Evaluation Programme ..... 4
- 22.3 Monitoring and evaluation activities ..... 4
- 22.4 References and links ..... 6

# Section 23. Public education and community engagement

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

**Contents** The section contents are:

- 23.1 Introduction ..... 2
- 23.2 National CDEM public education strategy ..... 2
- 23.3 National CDEM public education programme ..... 2
- 23.4 Ongoing research and evaluation ..... 3
- 23.5 References and links ..... 4

## Section 24. Response

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

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

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24.5 Transition to recovery.....	3
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## Section 25. National warnings and advisories

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

**Contents** The section contents are:

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25.2 Objective .....	2
25.3 Principles .....	2
25.4 National warning system .....	3
25.5 Specific hazards monitoring and warning.....	6
25.6 References and links.....	11

## Section 26. National Crisis Management Centre (NCMC)

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

**Contents** The section contents are:

26.1 Introduction .....	2
26.2 Objective .....	2
26.3 Principles .....	2
26.4 MCDEM use of NCMC.....	2
26.5 Use of NCMC by other lead agencies.....	4
26.6 Readiness .....	4
26.7 Response.....	4
26.8 References and links .....	5

# Section 27. Emergency information management

---

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

**Contents** The section contents are:

- 27.1 Introduction ..... 2
- 27.2 Objective ..... 2
- 27.3 Principles..... 2
- 27.4 Response ..... 3
- 27.5 Recovery ..... 4
- 27.6 References and links..... 4

# Section 28. Public information management

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**Summary** In an emergency, the effective delivery of public information is critical. Timely, accurate information supports emergency response and recovery, and ensures that members of the public take appropriate actions to protect themselves and others.

**Contents** The section contents are:

- 28.1 Introduction ..... 2
- 28.2 Objectives ..... 2
- 28.3 Principles ..... 2
- 28.4 National roles ..... 3
- 28.5 Specific Public Information Management arrangements ..... 5
- 28.6 References and links ..... 6

# Section 29. Logistics

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

**Contents** The section contents are:

- 29.1 Introduction ..... 2
- 29.2 Objective ..... 2
- 29.3 Principles ..... 2
- 29.4 CDEM logistics activities..... 3
- 29.5 CDEM logistics structure ..... 4
- 29.6 References and links ..... 7

## Section 30. Mass evacuation

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

**Contents** The section contents are:

30.1 Introduction .....	2
30.2 Objective .....	2
30.3 Principles.....	2
30.4 Management of evacuation.....	2
30.5 Types of evacuation.....	3
30.6 Phases of evacuation.....	3
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## Section 31. International assistance for New Zealand

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**Summary** Offers of international assistance or requests for international assistance may result from an emergency. When these occur they are to be considered by the National Security Committee of Cabinet (NSC), via the Officials Committee for Domestic and external Security Coordination (ODESC) system.

**Contents** The section contents are:

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31.5 Approval to accept or request international assistance .....	3
31.6 Requests for international assistance.....	3
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31.8 United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA).....	7
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# Section 32. Recovery

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

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

**Contents** The section contents are:

- 32.1 Introduction..... 2
- 32.2 Objective..... 2
- 32.3 Principles ..... 2
- 32.4 Transition from response to recovery ..... 3
- 32.5 Recovery structures..... 4
- 32.6 National recovery roles and activities ..... 6
- 32.7 Implementation of recovery activity at the national level ..... 8
- 32.8 CDEM Group recovery roles and activities..... 9
- 32.9 Exit Strategy ..... 9
- 32.10 References and links ..... 10

# Section 33. Government financial support to local authorities

**Summary** Specific government financial support to local authorities during or after an emergency is based on a range of mandates, criteria, and triggers, which may be in statute, regulation or Cabinet decisions, or made by ministerial discretion. Depending on the type of assistance being sought, the Minister of Civil Defence or Cabinet will identify and approve the overall appropriate mix of government financial support to be provided.

**Contents** The section contents are:

- 33.1 Introduction..... 2
- 33.2 Objectives..... 2
- 33.3 Principles ..... 2
- 33.4 Government financial support to local authorities during response..... 3
- 33.5 Government financial support to local authorities during recovery..... 4
- 33.6 Special policy for recovery..... 6
- 33.7 CDEM expense claims preparation and process ..... 8
- 33.8 Government owned assets..... 10
- 33.9 Compensation for cost, damage or loss ..... 10
- 33.10 References and links ..... 11

## Appendix 1. Supporting plans

---

**Summary** This appendix distinguishes between functional plans and supporting plans, and provides criteria for determining when a supporting plan at the national level is required.

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A1.3. Current supporting plans .....	2
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## Appendix 2. Definitions and abbreviations

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**Summary** This appendix covers the definition of terms and use of abbreviations in the *Guide to the National CDEM Plan 2015*.

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

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

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Beef + Lamb New Zealand .....	5
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Child, Youth and Family (CYF) (Ministry of Social Development) .....	5
Coastguard New Zealand .....	6
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# Preface

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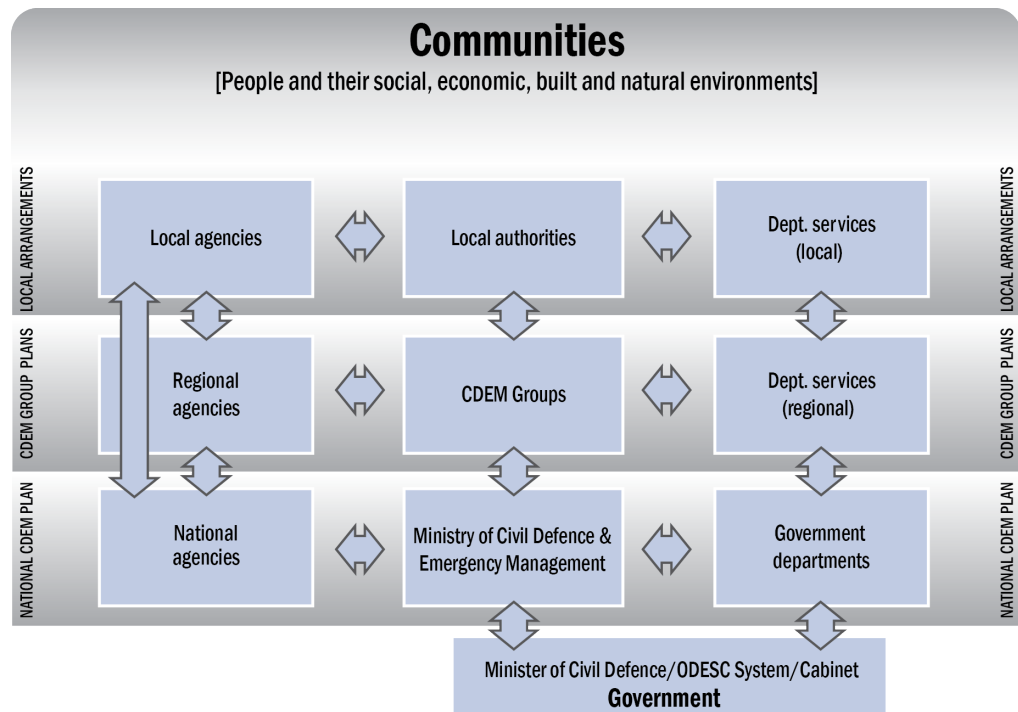
# Guide to the National CDEM Plan 2015

- Background** This *Guide to the National Civil Defence Emergency Management Plan 2015* (the Guide) accompanies the *National Civil Defence Emergency Management Plan Order 2015* (the *National CDEM Plan 2015*).
- Purpose** The purpose of the Guide is to assist and support New Zealand agencies to achieve the purpose and objectives of the *National CDEM Plan 2015*.
- The Guide provides information on operational arrangements and additional information in support of the *National CDEM Plan 2015*<sup>1</sup>.
- The Guide includes:
- ♦ the wording of the *National CDEM Plan 2015*, as made by Order in Council
  - ♦ operational information, such as explanations (including diagrams, figures, and tables), relevant operating procedures, and national policy, and
  - ♦ references to other planning, operational arrangements, and guidelines.

## National CDEM Plan 2015

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

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



**Figure 1:** Inter-relationships between core CDEM agencies and other government departments and agencies who support communities to manage emergencies.

<sup>1</sup> The *National CDEM Plan 2015*, published as a regulation, is not a suitable format for providing commentary and operational detail, or for the regular updating of minor changes and advances in planning arrangements.

## Status of the Guide

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While the Guide is not a statutory requirement under the *CDEM Act 2002*, it is referred to in the *National CDEM Plan 2015* and is approved by government.

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

The *National CDEM Plan 2015* may remain in place for up to five years before review (*CDEM Act 2002*, section 46). However, the Guide is intended to be a 'living document'. It can be updated and re-published, in whole or by section, as planning and operational arrangements are further developed and refined during the life of the *National CDEM Plan 2015*.

New developments and refinements may include:

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

## Audience for the Guide

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

The Guide can assist all managers when determining appropriate action across the 4Rs (reduction, readiness, response, and recovery).

## Format of the Guide

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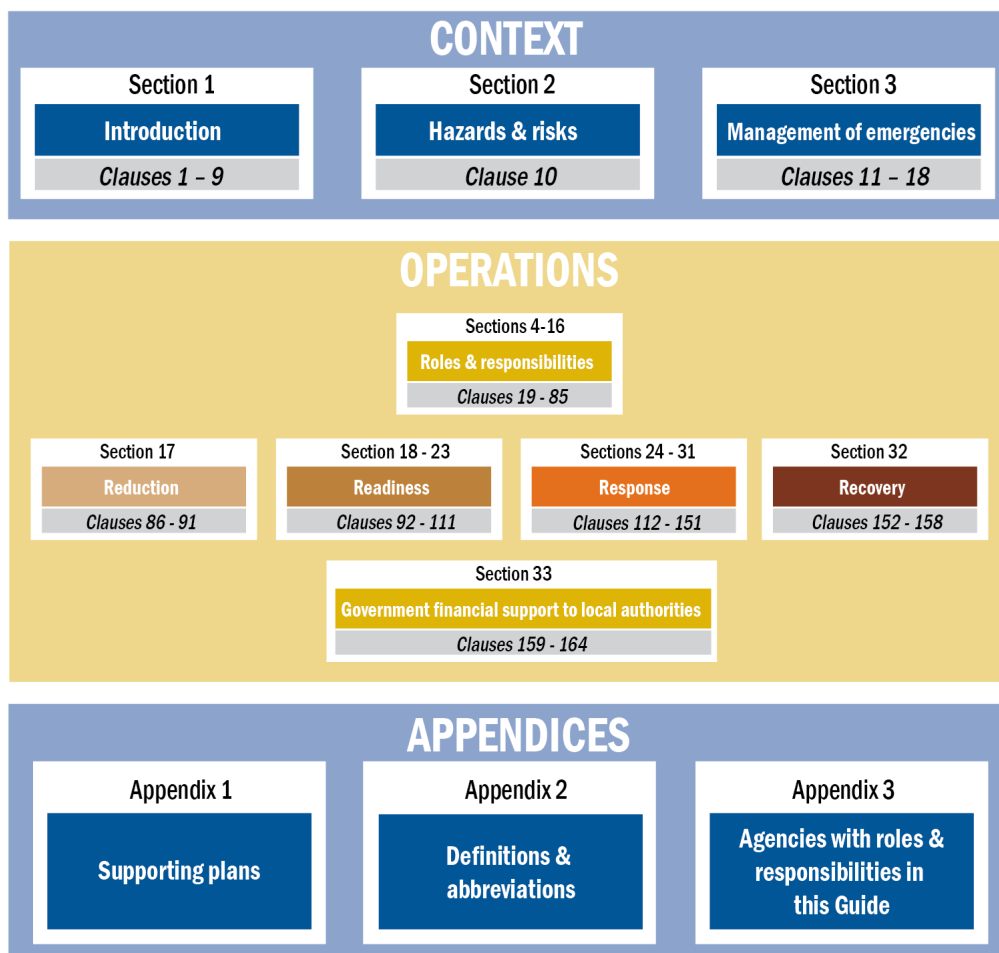
The Guide sections correspond to related clauses of the *National CDEM Plan 2015* that are reproduced in full in the Guide. Additional commentary and relevant operational detail follows each clause as appropriate. The structure of the Guide is illustrated in **Figure 2** on the next page.

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

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

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

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



**Figure 2:** The Guide has 33 sections and three appendices organised into three parts (context, operations, and appendices). Each section of the Guide includes the relevant wording from the National CDEM Plan 2015 in grey shaded boxes numbered by part and clause.

## Key abbreviations

The following key abbreviations are used throughout the Guide.

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

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



## Continued development of the Guide

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

MCDEM will amend the Guide to reflect CDEM sector development or changes in relevant government policy, in consultation with relevant agencies and Ministers.

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

Updates will be issued in full or by section. Advice of updates will be given, and users of the Guide should ensure they have the latest version. The current Guide and individual sections can be located at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for 'Guide to the National Civil Emergency Management Defence Plan').

### Revisions

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

