



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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The Guide to the National CDEM Plan 2015

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Version information and update record

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

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Summary of sections

Section 1. Introduction

Summary	CDEM planning is essential if the consequences of emergencies on people and communities are to be managed and reduced.
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Section 2. Hazards and risks

Summary	<p>The <i>National CDEM Plan 2015</i> 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.</p> <p>The hazards and risks to be managed under the <i>CDEM Act 2002</i> and the <i>National CDEM Plan 2015</i> include any hazard that may result in an emergency.</p> <p>The <i>National Hazardscape Report</i> identifies the seventeen most prevalent hazards in New Zealand and the principal means by which each of them is managed.</p>
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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

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*.

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

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

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- 6.6 Reduction, readiness, response and recovery..... 6
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Section 7. Clusters

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

Contents The section contents are:

- 7.1 Introduction 2
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- 7.4 Currently-formed clusters 3
- 7.5 Cluster chairpersons 5
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Section 8. Emergency services

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

Contents The section contents are:

- 8.1 Introduction 2
- 8.2 Principles 2
- 8.3 Operational arrangements 3
- 8.4 References and links 3

Section 9. New Zealand Police

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

Contents The section contents are:

- 9.1 Introduction 2
- 9.2 Objective 2
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- 9.4 Role of New Zealand Police during reduction and readiness 3
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Section 10. Fire services

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

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Section 11. Health and disability services

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

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- 11.1 Introduction..... 2
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- 11.3 Principles 3
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Section 12. New Zealand Defence Force

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

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

Section 13. Lifeline utilities

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

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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.

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Section 16. Science and research organisations

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

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16.4 Role of science and research organisations during reduction and recovery.....	3
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Section 17. Reduction

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

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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
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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.

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- 19.2 Business continuity planning..... 2
- 19.3 Emergency management planning..... 3
- 19.4 Response planning..... 5
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Section 20. Capability development

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

Contents The section contents are:

- 20.1 Introduction..... 2
- 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.

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21.2 National CDEM Exercise Programme.....	2
21.3 Exercising and testing activities	4
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Section 22. Monitoring and evaluation

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

Contents The section contents are:

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22.2 CDEM Monitoring and Evaluation Programme.....	4
22.3 Monitoring and evaluation activities.....	4
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Section 23. Public education and community engagement

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

Contents The section contents are:

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23.2 National CDEM public education strategy	2
23.3 National CDEM public education programme	2
23.4 Ongoing research and evaluation.....	3
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Section 24. Response

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

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

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Section 25. National warnings and advisories

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

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Section 26. National Crisis Management Centre (NCMC)

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

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26.4 MCDEM use of NCMC.....	2
26.5 Use of NCMC by other lead agencies	4
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Section 27. Emergency information management

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

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- 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

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

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

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
- 30.7 References and links 6

Section 31. International assistance for New Zealand

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

Contents The section contents are:

- 31.1 Introduction 2
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- 31.6 Requests for international assistance 3
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- 31.8 United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) 7
- 31.9 References and links 8

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.

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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.

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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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Appendix 2. Definitions and abbreviations

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

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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*¹.
- The Guide includes:
- ♦ the wording of the *National CDEM Plan 2015*, as made by Order in Council
 - ♦ operational information, such as explanations (including diagrams, figures, and tables), relevant operating procedures, and national policy, and
 - ♦ references to other planning, operational arrangements, and guidelines.

National CDEM Plan 2015

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

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

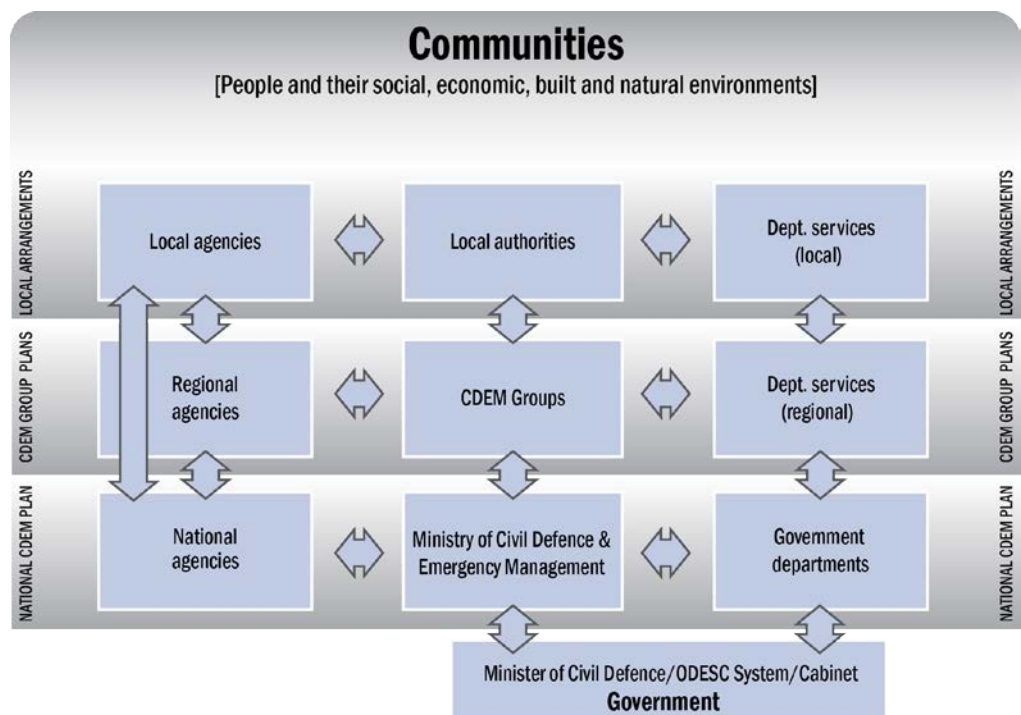


Figure 1: Inter-relationships between core CDEM agencies and other government departments and agencies who support communities to manage emergencies.

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

Status of the Guide

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

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

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

New developments and refinements may include:

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

Audience for the Guide

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

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

Format of the Guide

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

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

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

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

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

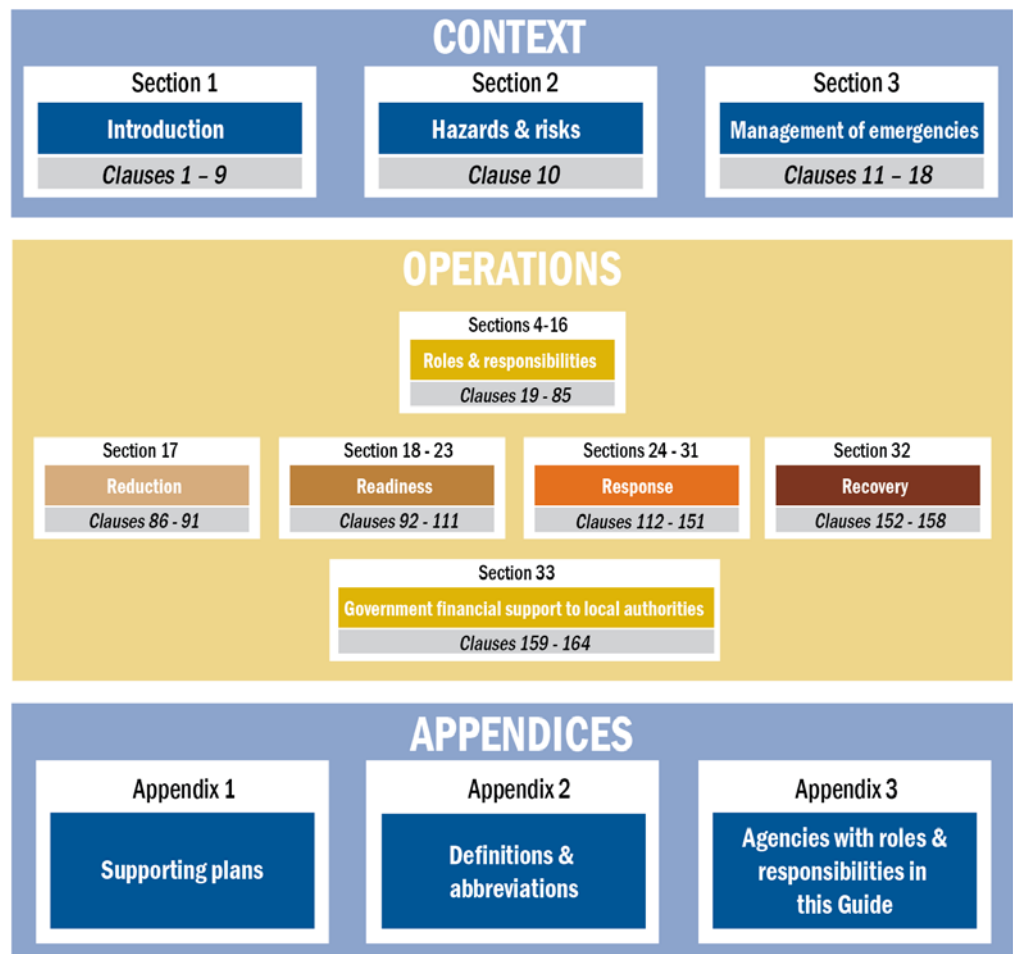


Figure 2: The Guide has 33 sections and three appendices organised into three parts (context, operations, and appendices). Each section of the Guide includes the relevant wording from the National CDEM Plan 2015 in grey shaded boxes numbered by part and clause.

Key abbreviations

The following key abbreviations are used throughout the Guide.

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

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

Continued development of the Guide

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

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

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

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

Revisions

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

