

***Coversheet - Minister's Office / MCDEM use only***

**Briefing for Incoming Minister of Civil Defence**

<b>Date:</b>	21 December 2016	<b>Priority:</b>	Routine
<b>Security classification:</b>	In-Confidence	<b>Tracking number:</b>	16/222

Contact for telephone discussion (if required)			
Name	Position	Telephone	1st contact
Sarah Stuart-Black	Director, CDEM		✓
Rosalind Wilton	Acting Team Leader, CDEM Policy		

**Minister's office to complete:**

☐ Approved

☐ Declined

☐ Noted

☐ Needs change

☐ Seen

☐ Overtaken by Events

☐ See Minister's Notes

☐ Withdrawn

**Comments:**



**Ministry of Civil Defence  
& Emergency Management**  
Te Rākau Whakamarumaru

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**Purpose**

We provide information relevant to your Civil Defence portfolio.

**Recommended actions**

The Ministry of Civil Defence & Emergency Management recommends that you **note** the contents of this briefing.

A handwritten signature in blue ink, appearing to read 'Sarah Stuart-Black'.

Sarah Stuart-Black  
Director CDEM

21 / 12 / 2016

Hon Gerry Brownlee  
Minister of Civil Defence

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## **Background**


1. The Ministry of Civil Defence & Emergency Management is a business unit of the Department of the Prime Minister and Cabinet. This ensures the Ministry's involvement in the national security system. The current Director, Civil Defence Emergency Management is Sarah Stuart-Black (the Director).
2. The Ministry is a small agency of around 52 staff which:
  - provides advice to government on civil defence emergency management matters
  - identifies hazards and risks
  - develops, maintains and evaluates the effectiveness of the civil defence emergency management strategic framework
  - ensures coordination at local, regional, and national levels
  - promotes civil defence emergency management and delivers public awareness about how to prepare for, and what to do in, an emergency
  - supports civil defence emergency management sector capability development, planning and operations, including developing guidelines and standards
  - monitors and evaluates the performance of the 16 regional Civil Defence Emergency Management Groups (Groups)
  - maintains and operates the National Crisis Management Centre, including the maintenance of a duty team to staff the Centre, and issue warnings and public information, and
  - manages the central government response to, and recovery from, large scale emergencies resulting from geological (earthquakes, volcanic unrest, landslides, tsunami), meteorological (coastal hazards, floods, severe winds, snow) and infrastructure failure. The Ministry is the lead agency for these emergencies.
3. The Ministry has close links to a wide range of government agencies and portfolios (such as local government, social development, defence, health, building and housing, environment, police and fire services, science and research).
4. We can provide you with additional briefings on any of the topics covered in the Parts below, should you require further information.
5. Appendix A and Appendix B provide further information on what happens in an emergency and the civil defence emergency management framework.

## **Kaikoura Earthquake Recovery**

### **National Recovery Office**

6. The National Recovery Manager is Dave Brash. He will be supported by a National Recovery Office, which will comprise a small number of advisors and will draw on resources from across the Department of the Prime Minister and Cabinet and other government agencies, as necessary.
7. The National Recovery Office will work alongside agencies delivering recovery activity. It will focus on facilitation and coordination by working across the recovery system to ensure all elements of it are connected and working toward recovery outcomes. A small number of functions are likely to be delivered centrally, including planning/strategy, monitoring and evaluation, and reporting to Ministers. Scope is currently being considered.

## **Hurunui/Kaikoura Earthquake Recovery**

8. The team has also been in regular contact with Group and Local Recovery Managers to provide advice and support.
9. A wide range of government agencies and sector groups have been engaged in the recovery to date. A cross-Government policy coordination group, led by the National Recovery Manager, has been established to consider policy issues arising from this recovery, and to report to recovery ministers.
10. Where needed, we are supporting implementation of the three new pieces of legislation passed within two weeks of the earthquake. These include:
  - Civil Defence Emergency Management Amendment Act 2016 Amendment Act 2016 (bringing forward implementation of provisions giving statutory status to Recovery Managers, and a range of powers that can be used in transition periods).
  - Hurunui/Kaikōura Earthquakes Emergency Relief Act 2016 (provides for emergency works to land and structures).
  - Hurunui/Kaikōura Earthquakes Recovery Act 2016 (allows Acts, plans and bylaws to be amended by an Order in Council and establishes a Hurunui/Kaikōura Recovery Review Panel to review draft Orders in Council).
11. The first Order in Council relating to the restoration of the coastal route was approved on 20 December 2016. We expect several other draft Orders in Council will be considered by the Review Panel early next year.
12. 
13. Agencies will continue to report to their portfolio Ministers on matters that fall within Ministerial portfolios. The National Recovery Manager will lead reporting to the group of Recovery Ministers with Powers to Act (Rt Hon Bill English, Hon Steven Joyce and yourself), supported by information provided from agencies.
14. Hurunui, Kaikoura, Marlborough and Wellington Districts have activated recovery structures and appointed Recovery Managers. All affected local authorities have determined their recovery priorities and have developed (or are developing) recovery plans, and considering whether powers are required through transition notices. All regional recovery management structures are based on the four 'environments' (social, built, economic, natural), whereby clusters of organisations come together to coordinate and collaborate on recovery activities.

## **Current work programme**

15. Below is an outline of key work for the Ministry. This does not cover every aspect of our work but is intended to give you an understanding of the breadth of day to day work.
16. We have a Business Plan providing more detail on the work below and other work underway or planned, which we can provide you, if you wish.

## **Public Education programme and campaign**

17. The Ministry has rolled out its new public education programme which provides simple, plain English advice to the public about the risks we face and the actions needed to be prepared. The programme focuses on those demographic groups in New Zealand who are identified as being poorly prepared, and thus at a higher risk of being adversely affected in an emergency, and aims to make preparedness real, relevant and easy.
18. Since the Kaikoura earthquakes the focus has been on the "drop, cover, hold" and "long, strong, get gone" message for earthquake and tsunami, as well as general disaster preparedness, across various media, including radio, television and social media.

## **Monitoring and alerting of hazards**

19. The Ministry is undertaking a programme of work to enhance our ability to monitor and warn about hazards. The work under this programme involves:
  - upgrading the current National Warning System and the Emergency Management Information System
  - establishing a public alerting system based on mobile phone technology
  - establishing a Common Alerting Protocol (standardised format and operational protocols for warnings across agencies via multiple channels) in New Zealand, based on an international standard,
  - Developing an accreditation regime for smartphone apps to communicate official warnings, and
  - scoping the feasibility of a 24/7 monitoring, alerting and warning centre.
20. We can provide you with separate briefings on this programme, if useful.

## **National Disaster Resilience Strategy for 2017**

21. The current national civil defence emergency management strategy will expire at the end of 2017 and therefore a new strategy (the National Disaster Resilience Strategy) is being developed. Having a strategy is a legislative requirement.
22. A paper updating Cabinet on progress and scope of the Strategy is scheduled for January/February 2016.

## **Recovery framework for large scale emergencies**

23. The Ministry has begun a review of the legislative framework for large scale emergencies, including considering whether there should be a blueprint/template for bespoke legislation following a large-scale emergency.
24. We wish to discuss the direction and scope of this work further with you.

## **International work**

25. The Ministry has an administrative arrangement with Emergency Management Australia, and a memorandum of cooperation with the Federal Emergency Management Agency in the United States to strengthen emergency management cooperation. We have recently held bilateral and trilateral meetings to progress the current joint work programmes. We also support several bilateral relationships of the New Zealand Ministry of Foreign Affairs and Trade.
26. We have agreed the contents of a Memorandum of Cooperation with the government of Turkey, which is due to be signed by parties at the next opportunity. We are exploring a similar arrangement with Canada.
27. We have also been approached by Italy, who have requested a formal bilateral arrangement.

28. The Ministry of Foreign Affairs and Trade and the Ministry together deliver:
- Pacific disaster risk management programmes in Samoa, Tonga, Cook Islands, Tokelau and Niue.
  - A United Nations Disaster Assessment and Coordination team to support the United Nations to coordinate international assistance to a country devastated by an emergency (focus is on the Pacific and near Asia).
  - Pacific rapid response capability to respond to Pacific island countries.
29. We act as the formal New Zealand representative on the Pacific Tsunami Warning System (consisting of 42 member states in the Pacific, focusing on tsunami monitoring and enhancement of tsunami mitigation) and we chair the Disaster Management, Preparedness and Reduction working group of the System.

### **Civil Defence Emergency Management Resilience Fund**

30. The Ministry manages a contestable Crown fund of \$889,000 for projects across civil defence emergency management to enhance resilience. The programme requires constant attention to ensure projects are tracking appropriately. This years' most significant project addresses the response arrangements for the South Island Groups in relation to a large-scale Alpine Fault earthquake.
31. Twenty eight applications totalling \$2.34 million have been received for the 2017/18 year. The Fund comprises \$889,000. The Director will take into account the Kaikoura earthquakes when allocating the funds.

### **The National CDEM Plan and Guide, and supporting plans and guidance**

32. The Ministry is working with all partner agencies and sectors with responsibilities under the new National Civil Defence Emergency Management Plan Order 2015 to implement those arrangements, and develop further arrangements where necessary.
33. Reviews of the Wellington Earthquake National Initial Response Plan and the National Civil Defence Emergency Management Fuel Plan are underway. We are also supporting the South Island Groups to develop an Alpine Fault Earthquake Initial Response Plan.
34. We are developing recovery guidance incorporating research and lessons from emergencies experienced since 2005, including the Canterbury earthquakes.

### **Coordination and leadership of welfare services in emergencies**

35. The Ministry supports government agencies and Civil Defence Emergency Management Groups to build capability and capacity to coordinate and deliver welfare services during and following emergencies.
36. We also chair the National Welfare Coordination Group, a national-level cluster of government and non-government agencies, which is responsible for the strategic planning and coordination of welfare services before, during and following an emergency.

### **Lifeline utilities, infrastructure providers and business continuity**

37. The Ministry actively works with lifeline utilities and infrastructure providers to ensure they meet their responsibilities for business continuity under the Act. This is via forums such as the New Zealand Lifelines Council, regional lifelines groups and the development of sector coordinating entities (for example, the recently established Petroleum sector coordinating entity and Telecommunications sector coordinating entity).
38. We are working with central government agencies to consider a more coordinated approach to business continuity management across government.





## **Sendai Framework for Disaster Risk Reduction**

- 42. The Ministry is the national focal point for New Zealand's implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030. Between now and June 2017 we will coordinate progress reporting required under the framework.
- 43. Development of the National Disaster Resilience Strategy 2017 (a Ministerial priority) is a key implementation tool to meet our obligations under the framework.
- 44. The next global meeting is being held in Cancun, Mexico, 22-26 May 2017 (the next meeting following your attendance at the global meeting in Sendai Japan in March 2015).

## **Hazard risk reduction and management**

- 45. Risk reduction is managed through legislation and policy administered by a number of agencies. The Ministry works with agencies where changes to their legislation and policy provide an opportunity to reduce risk. Relevant legislation includes the Building Act 2004, Resource Management Act 1991, Civil Defence Emergency Management Act 2002, and the Local Government Act 2002.
- 46. We analyse science research for suitable practice and policy advice. This includes large portfolios of work, including the Tsunami Risk Reduction Programme.
- 47. The Ministry conducts and supports central and local agencies in risk assessments and communications.

## **Exercises**

- 48. The Ministry is involved in several programmes related to exercises to be ready for a real emergency.
- 49. We facilitate the National Civil Defence Emergency Management Exercise Programme and provide the secretariat for the programme's collective of civil defence emergency management stakeholders. The Programme facilitates a ten year programme of regular exercises and exercise planning. National Civil Defence Emergency Management exercises are held every second year, while regional Group exercises are held annually. We support the Group exercises through planning and participation, and we deliver an Exercise Writing and Management Course to local and central government agency personnel.
- 50. Exercise Tangaroa (a national tsunami exercise) was held in 2016. The next national exercise will be held in 2018, a likely theme is an Alpine Fault earthquake.

51. We play a key role in the Inter-Agency National Exercise Programme overseen by the Officials' Committee for Domestic and External Security Coordination.
52. Internationally, we co-chair the Exercise Pacific Wave team that plans and evaluates a series of Pacific-wide tsunami exercises for member states of the Pacific Tsunami Warning System (see par 17). The next Pacific Wave exercise will be held in February 2017.

### **National Crisis Management Centre**

53. The Ministry, on behalf of the Officials' Committee for Domestic and External Security Coordination, is responsible for the general management, development, and maintenance of the National Crisis Management Centre in the basement of the Beehive.
54. A high level fit-for-purpose review of the National Crisis Management Centre is in progress.
55. We have an ongoing training programme to upskill Ministry staff in crisis management functions, along with supplementary support staff from other agencies.
56. Work has commenced to determine and establish an alternative National Crisis Management Centre in Auckland, to be used in the event of a major earthquake in the Wellington area that makes the current facility unavailable due to damage or access issues, and/or the unavailability of staff in Wellington.

### **Training and capability for the civil defence emergency management sector**

57. The Ministry supports Civil Defence Emergency Management Groups to lift their capability, based on recommendations identified in a nationwide capability assessment undertaken by the Ministry in 2015.
58. We are involved in several activities to ensure that stakeholders have fit-for-purpose unit standards and qualifications. We facilitate civil defence emergency management training through an Integrated Training Framework, a Controller Development Programme and an on-line learning management system, and we align civil defence emergency management sector training to NZQA unit standards when possible.
59. We are reviewing the functionality of New Zealand Response Teams, the outcome will be known in 2017.

### **Communications and public information management**

60. The Ministry is improving and maintaining the Public Information Management function within the Ministry and across Civil Defence Emergency Management Groups through ongoing management, training and capability building.
61. A national communications strategy is being prepared, incorporating a digital strategy, a Public Information Management strategy, the new Public Education Programme launched in July 2016, and the external publications strategy.



## **Appendix A - What happens in an emergency?**

1. The Civil Defence Emergency Management Act 2002 (the Act) and the National Civil Defence Emergency Management Plan 2015 (the Plan) establish the structure for the management of civil defence emergencies.
2. The majority of civil defence emergencies are small and localised in their effects. Local authorities and Groups manage small-medium scale emergencies, with assistance from government agencies and lifeline utilities in the affected area. Each unitary authority, or local authorities within each region together, must establish a Civil Defence Emergency Management Group (Group) to manage hazard risks, support community preparedness and participation, and provide for emergency response and recovery. A map showing the 16 Groups is attached to this Part.
3. The principle is to "act locally, coordinate regionally, support nationally".
4. A state of local emergency can be declared (usually by the council's mayor or the chair of the Group) if the emergency exceeds either the capacity or geographic boundary of a single local authority.
5. A declaration means a suite of special powers (such as to close roads or enter premises) are available to authorities.
6. For large-scale emergencies an all-of-government response may be required. In these cases you would engage with many of your Ministerial colleagues. Depending on the type of threat, another Minister and their agency may lead a national response. The lead agency operates within the whole-of-government national crisis management arrangements. The Plan outlines the lead agencies for the national management of various hazards.
7. The Minister of Civil Defence is the lead Minister for emergencies created by geological or meteorological hazards or lifeline utility failure; the lead agency at the national level is the Ministry, and the lead agency at the local level is the Group.
8. Examples of other lead agencies and legislation are:
  - biosecurity outbreak – Ministry for Primary Industries (Biosecurity Act 1993)
  - pandemic – Ministry of Health (Epidemic Preparedness Act 2006)
  - oil spills at sea – Ministry of Transport (Maritime Transport Act 1994), and
  - terrorism – New Zealand Police (Terrorism Suppression Act 2002).

### **National Crisis Management Centre**

9. The National Crisis Management Centre may be activated by the lead agency at different levels of response, depending on the scale of the emergency (from monitoring the situation at the lower end through to managing a declared state of national emergency).
10. The National Crisis Management Centre is the coordination centre for gathering information, coordinating support to local responses and, in the event of a state of national emergency, controlling the response.

### **Your role in an emergency**

11. As Minister of Civil Defence, you do not have an operational role as part of the response or recovery from an emergency. Response and recovery is managed by Controllers and Recovery Managers of the relevant Groups and/or the Ministry.

12. Depending on the scale of the emergency, you may have a lead role in the Government's policy decisions in response. This includes briefing Cabinet on the consequences of the emergency and recommending financial assistance for response and recovery activities, or contributions to disaster relief funds.
13. You may also engage with the National Security Committee of Cabinet supported by the Officials' Committee for Domestic and External Security Coordination which provides coordinated advice on the activities of agencies responding to an emergency.
14. The Director will engage with the media on operational issues and public education. You will be the government's spokesperson in a significant emergency – promoting key information and advice about what and what not to do, and assuring the public that everything possible is being done by authorities.
15. During an emergency, the Director will keep you regularly informed on the response and recovery being undertaken, and support your office for media statements and speeches as required. The Director will also directly brief the Prime Minister in the immediate response phase of an emergency.
16. Following a significant emergency, a Cabinet paper or oral item note is usually prepared for discussion at the next Cabinet meeting.

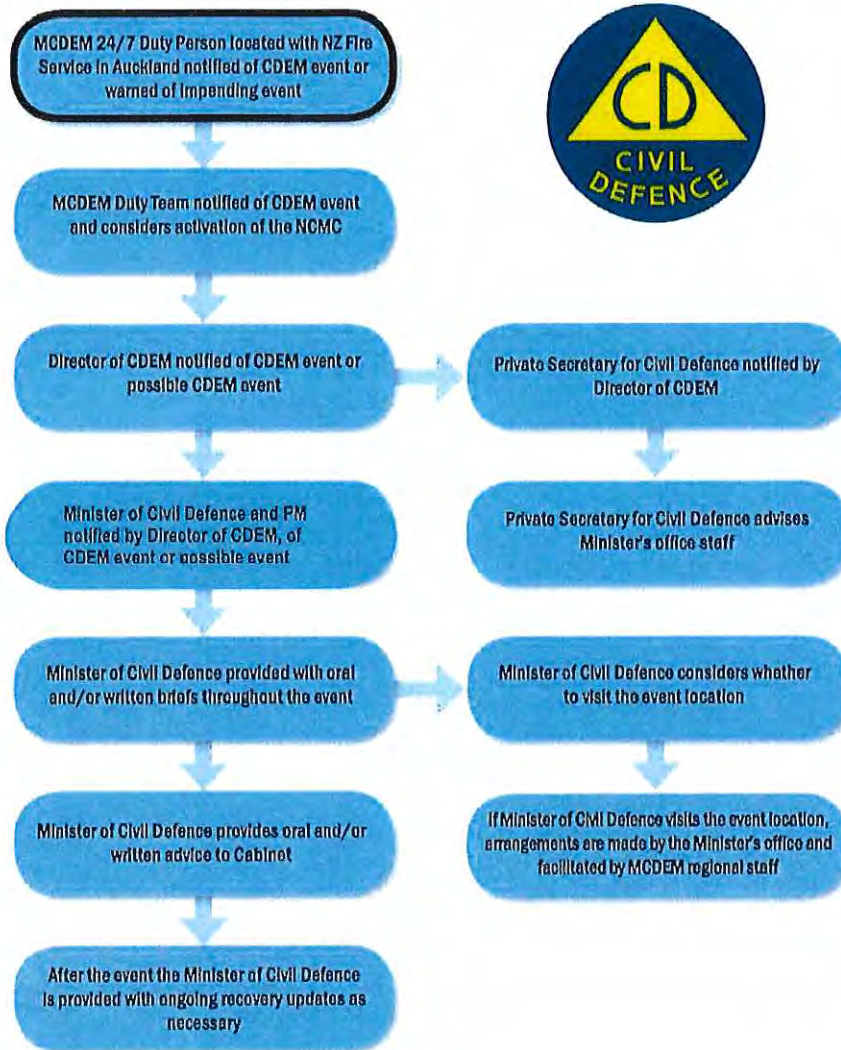
### **Statutory powers of the Minister of Civil Defence during an emergency**

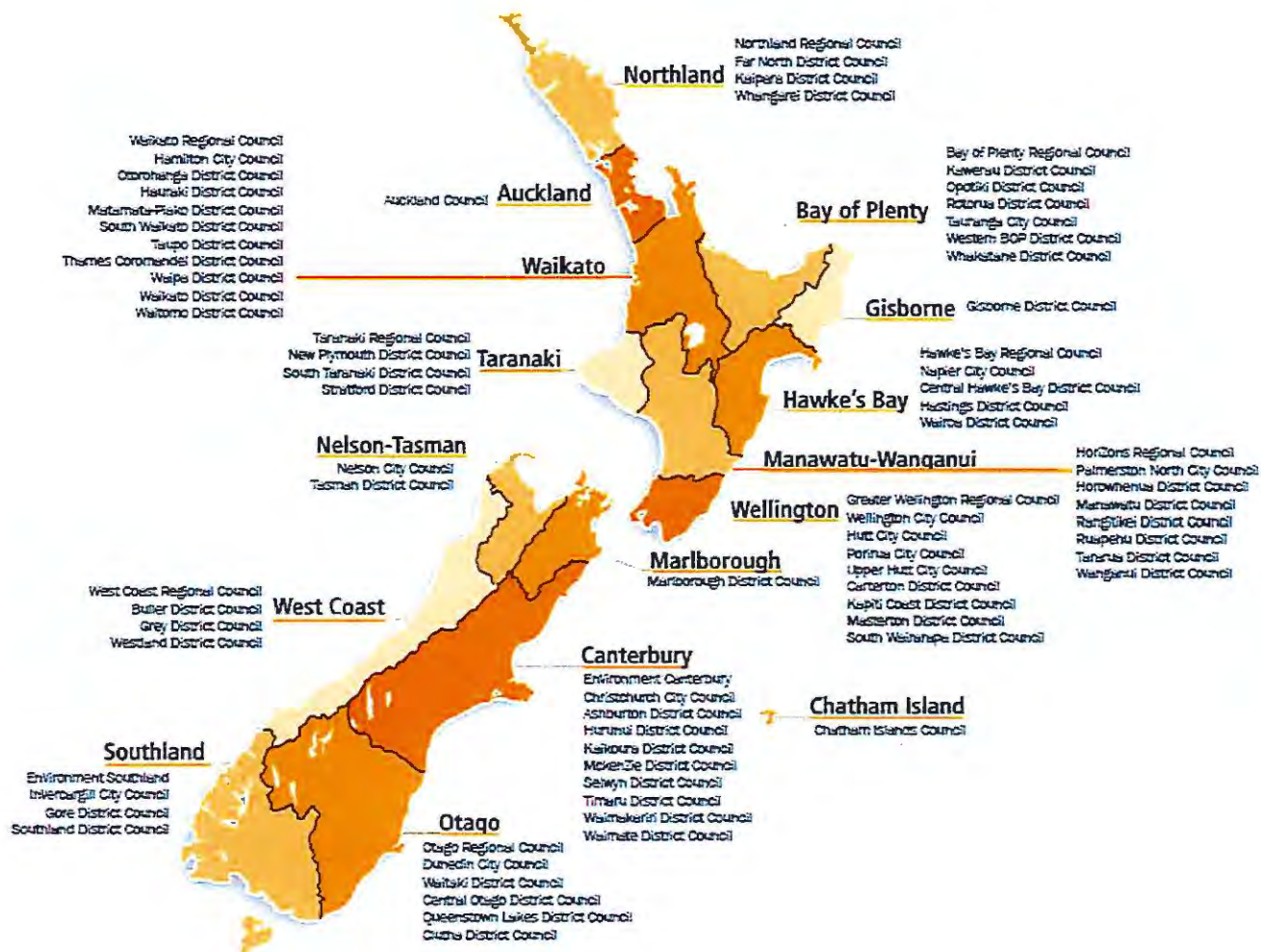
17. As Minister of Civil Defence, you have a number of powers under the Act, including:
  - declaring a state of national emergency or a state of local emergency and giving notice of a national or local transition period in particular circumstances, giving authorities access to powers under the Act for responding to and recovering from the emergency; and
  - directing the Director, Groups or any other person to act according to their statutory function where necessary during a state of emergency.
18. In an emergency we will advise you on whether to declare a state of emergency. Without limiting your discretion, most emergencies are effectively managed locally without a declaration of a state of emergency. It is expected that you would only declare a state of emergency in exceptional cases.

### **Notification procedures in the event of an emergency**

19. The Ministry maintains 24/7 monitoring for possible civil defence emergencies.
20. Notification of an emergency or warning of a possible emergency is received by the Ministry's Duty Manager, who will inform the Director.
21. If the threat is significant (or is likely to attract media attention), the Director will inform you and the Prime Minister of the emergency or warning by telephone or text message as soon as possible after she is notified.
22. After contacting you, the Director will advise the Civil Defence Private Secretary of the emergency or warning, and that you have been informed. The Civil Defence Private Secretary will advise your office staff, in particular the press secretary and ministerial advisor. This enables your staff to prepare for media enquiries and to otherwise assist you.
23. The Director will also inform the Chief Executive of the Department of the Prime Minister and Cabinet, who might also then contact the Prime Minister. However, you should inform the Prime Minister immediately where there has been a significant emergency or where otherwise warranted.
24. The standard notification procedure for an emergency is set out below.

## Notification procedure for a civil defence emergency event





## Civil Defence Emergency Management Groups

## **Appendix B - The National Civil Defence Emergency Management Framework**

### **Overview of framework**

1. Civil defence emergency management sits within the broader national security framework which deals with 'all hazards – all risks'. This means that whatever the threat - be it an earthquake, a pandemic, a biosecurity threat or terrorism, it is dealt with under the same framework. The national crisis management model is attached.
2. The vision for civil defence emergency management in New Zealand is have resilient communities, who are ready to survive an emergency and able to recover from it. Achieving this requires implementing the "Four Rs" of risk reduction, readiness, response and recovery. Implementation requires participation and commitment all parts of society, including central government, local government, emergency services, lifeline utilities, the private and not-for-profit sectors, individuals, and families.
3. Risk reduction, readiness, response and recovery is formalised in the:
  - Civil Defence Emergency Management Act 2002
  - National Civil Defence Emergency Management Strategy
  - National Civil Defence Emergency Management Plan 2015, and
  - Guide to the National Civil Defence Emergency Management Plan, supporting plans, and a range of guidance materials.
4. New Zealand's civil defence emergency management system is based on national, regional and local cooperation and coordination. Each unitary authority, or local authorities within each region together, must establish a Civil Defence Emergency Management Group (Group) to manage hazard risks, support community preparedness and participation, and provide for emergency response and recovery.
5. There are 16 Groups across New Zealand. While Groups provide a structure for the planning and coordination of efforts in the regions, delivery takes place at the local level. Civil defence emergency management relies upon communities being prepared and agencies at all levels having effective response and recovery processes.

### **The role of the Minister of Civil Defence**

6. The Minister of Civil Defence key statutory powers and duties are to:
  - ensure a current National Civil Defence Emergency Management Strategy and National Civil Defence Emergency Management Plan are in effect at all times
  - comment formally on the plans prepared by Groups before they are approved and adopted by the Groups
  - declare a state of national or local emergency, or give notice of a national or local transition period in particular circumstances, giving access to a range of powers (for example, providing for evacuation, and restriction of access to areas)
  - direct the Director Civil Defence Emergency Management or any other person to act according to their statutory functions, and
  - authorise reimbursement for councils' response costs and essential infrastructure recovery repairs up to \$2.0 million in a financial year (Cabinet approval is required for claims above this amount, or for any claims that are challenging or contentious, or involve significant community issues).



7. Your appropriation for civil defence emergency management sits within Vote Prime Minister and Cabinet, for which the Prime Minister coordinates overall planning and reporting.

### **The role of the Director Civil Defence Emergency Management**

8. The Act provides for the appointment of a Director Civil Defence Emergency Management who has a number of functions under the Act. These include:
  - providing advice to the Minister of Civil Defence on civil defence emergency management matters
  - identifying hazards and risks of national significance
  - monitoring and evaluating the National Civil Defence Emergency Management Strategy
  - developing, monitoring and evaluating the National Civil Defence Emergency Management Plan
  - developing technical standards, guidelines and codes
  - monitoring the performance of the Groups
  - promoting civil defence emergency management, and
  - directing and controlling the resources available for civil defence emergency management during a state of national emergency or a national transition period.

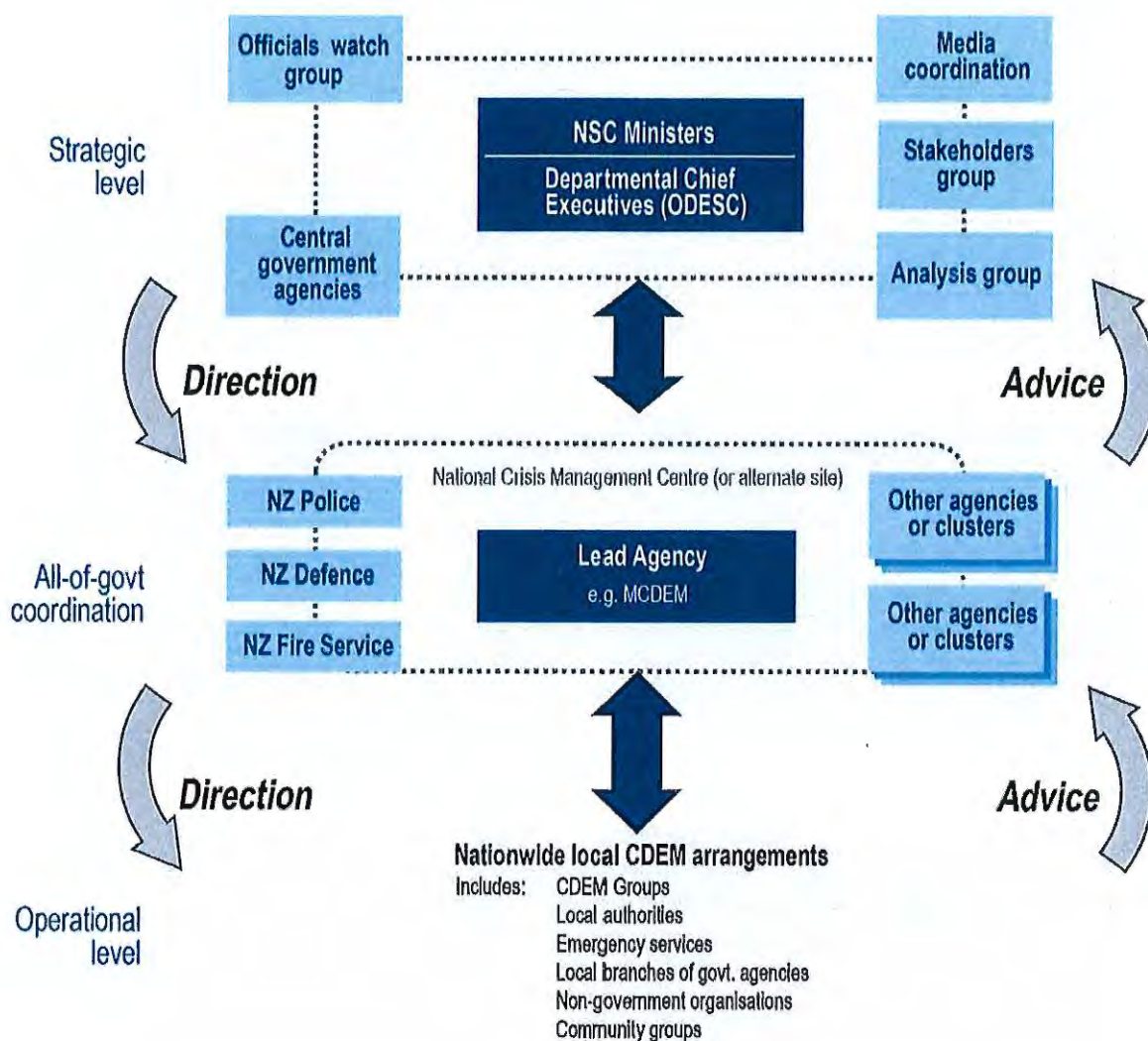
### **The National Controller**

9. The National Controller is a statutory position held by the Director Civil Defence Emergency Management but normally delegated by the Director to a senior Ministry official. During a state of national emergency, the civil defence emergency management response will be managed by the National Controller.
10. The National Controller's role is to direct the response and to control and coordinate the use of resources made available under the National Civil Defence Emergency Management Plan. During a local emergency, the National Controller coordinates national resources to support the local response.
11. The National Controller also determines international assistance requirements (when needed) and coordinates offers of and requests for international assistance with the Ministry of Foreign Affairs and Trade and other agencies.

### **The National Recovery Manager**

12. The National Recovery Manager is a statutory position held by the Director Civil Defence Emergency Management but which may be delegated by the Director to another person. During a national transition period the National Recovery Manager may direct and control resources available for civil defence emergency management.

## National crisis management model



*National crisis management model in an emergency for which The Ministry is the national lead agency.*

1. The Prime Minister chairs the Cabinet National Security Committee. The Committee co-ordinates and directs national responses to major crises (domestic or international).
2. The Committee receives advice from, and directs, the Officials Committee for Domestic and External Security Coordination supported by the Department of the Prime Minister and Cabinet, the Ministry of Civil Defence & Emergency Management and other agencies. In major crises, Watch-groups (groups of senior officials), are formed to oversee operations and advise the Committee.