

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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1.1 Status

Part 1 Introduction

1 Status

This plan—

- (a) *is made under sections 39(1) and 45 of the Act; and*
- (b) *replaces the National Civil Defence Emergency Management Plan Order 2005; and*
- (c) *becomes operational on 1 December 2015; and*
- (d) *may be amended in accordance with section 47 of the Act at any time; and*
- (e) *must be reviewed (and may, following the review, be amended or revoked and replaced) under section 46 of the Act (unless reviewed earlier) if—*
 - (i) *this plan has been operative for 5 years or more; and*
 - (ii) *it is more than 5 years since this plan has been reviewed; and*
- (f) *continues in force under section 45(b) of the Act if not replaced.*

1.1.1 Statutory review of the National CDEM Plan 2015

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

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

- ♦ achieving its objectives (clause 7 of the *National CDEM Plan 2015*)
- ♦ consistent with the *National CDEM Strategy* (section 39(2)(c) of the *CDEM Act 2002*)
- ♦ contributing to achieving the purposes of the *CDEM Act 2002* (section 3 of the *CDEM Act 2002*), and
- ♦ otherwise complies with the *CDEM Act 2002* and other relevant legislation.

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

1.2 Interpretation

Key terms used in
the National CDEM
Plan 2015

General

2 Interpretation

(1) *In this plan, unless the context otherwise requires,—*

4 Rs means—

- (a) *reduction (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); and*
- (b) *readiness (developing operational systems and capabilities before an emergency happens, including self-help and response programmes for the general public and specific programmes for emergency services, lifeline utilities, and other agencies); and*
- (c) *response (actions taken immediately before, during, or directly after an 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 and enhancement of a community following an emergency)*

Act means the *Civil Defence Emergency Management Act 2002*

agency means a government or non-government organisation or entity (other than a CDEM Group) with responsibilities under this plan

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

CDEM means civil defence emergency management

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

CIMS means New Zealand Coordinated Incident Management System

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

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

DPMC means the Department of the Prime Minister and Cabinet

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

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

fire services includes employees, volunteers, and contractors of Fire and Emergency New Zealand carrying out operational activities, airport rescue fire services, the New Zealand Defence Force, industry brigades that have entered into an agreement with Fire and Emergency New Zealand under subpart 2 of Part 2 of the Fire and Emergency New Zealand Act 2017, and other fire service resources owned by private organisations

GNS Science means the Institute of Geological and Nuclear Sciences Limited

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

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

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

NCMC means the National Crisis Management Centre

NEMA means the National Emergency Management Agency

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

NSC means the National Security Committee of Cabinet

NWCG means the National Welfare Coordination Group

ODESC means the Officials Committee for Domestic and External Security Coordination

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

PHU means a Public Health Unit of a DHB

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

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

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

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

supporting plan means a plan issued by the Director under section 9(3) of the Act in support of the arrangements set out in this plan

The Guide means The Guide to the National Civil Defence Emergency Management Plan that is issued by the Director under section 9(3) of the Act

this plan means the national civil defence emergency management plan

UNOCHA means United Nations Office for the Coordination of Humanitarian Affairs

- (2) The following terms have the same meaning as in section 4 of the Act: area, civil defence emergency management, constable, Director, emergency, emergency services, Group Controller, Group Recovery Manager, hazard, health and disability services, lifeline utility, local authority, Local Recovery Manager, local transition period, Minister, National Controller, National Recovery Manager, national significance, national transition period, recovery activity, Recovery Manager, risk, state of emergency, state of local emergency, state of national emergency, territorial authority, transition period, unitary authority.

Note – Plan clause 2(1)

National CDEM Strategy – The latest National CDEM Strategy completed under section 31 of the CDEM Act 2002 came into effect on 10 April 2019 and is branded the *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aitua*.

NEMA – The National Emergency Management Agency (NEMA) was established on 1 December 2019, replacing the Ministry of Civil Defence & Emergency Management (MCDEM). All references to the MCDEM in this Guide, on websites, other documents, Director's Guidelines, codes, or standards etc. are to be read as a reference to NEMA.

NSC (the National Security Committee of Cabinet) – The NSC has been replaced by the External Relations and Security (ERS) Committee of Cabinet. Any references to the NSC should be read as ERS.

1.3 Incorporation by reference

3 Incorporation by reference

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

1.4 Purpose of the National CDEM Plan 2015

Part 2

Purpose and objectives of this plan

4 Purpose of this plan

The purpose of this plan is to state the guiding principles and roles and responsibilities for CDEM across the 4 Rs at the national level so that all agencies and CDEM Groups are able to—

- (a) understand the hazards and risks; and
- (b) work to reduce those hazards; and
- (c) build resilience in respect of those hazards; and
- (d) build capability and capacity to provide co-ordinated, integrated, and effective responses to, and recovery from, emergencies.

1.5 Audience for the National CDEM Plan 2015

5 Audience of this plan

This plan is for agencies and CDEM Groups with roles and responsibilities in CDEM across the 4 Rs before, during, or after—

- (a) a state of national emergency; or
- (ab) a national transition period; or
- (b) an emergency requiring co-ordination and support at the national level.

1.6 Scope of the National CDEM Plan 2015

6 Scope of this plan

This plan—

- (a) is a statement of the frameworks, objectives, principles, roles, and responsibilities across the 4 Rs that—
 - (i) are in place on the date that this plan is made; and*
 - (ii) apply across agencies and CDEM Groups; and*
 - (iii) take account of existing statutory responsibilities of agencies and CDEM Groups across the 4 Rs to manage hazards and risks; and**
- (b) applies to any emergency requiring CDEM at a national level, including—
 - (i) a state of national emergency; and*
 - (ia) a national transition period; and*
 - (ii) an emergency requiring co-ordination and support at the national level; and**
- (c) is supported by The Guide, which—
 - (i) augments this plan; and*
 - (ii) includes additional material that enables this plan; and**
- (d) may be amended in accordance with section 47 of the Act.*

1.7 Objectives of the National CDEM Plan 2015

7 Objectives of this plan

This plan has the following objectives:

- (a) objective A: establishes the context for CDEM at the national level, including the hazards and risks to be managed; and*
- (b) objective B: sets out a concept of operations for CDEM at the national level for any emergency; and*
- (c) objective C: outlines arrangements for the co-ordination of CDEM during a state of national emergency; and*
- (d) objective D: states the roles and responsibilities of agencies and CDEM Groups across the 4 Rs.*

1.8 Goals of the National CDEM Strategy

8 Goals of National CDEM Strategy

The National CDEM Strategy sets out the following 4 goals:

- (a) goal 1: increase community awareness, understanding, preparedness, and participation in respect of CDEM; and*
- (b) goal 2: reduce the risks from hazards to New Zealand; and*
- (c) goal 3: enhance New Zealand's capability to manage emergencies; and*
- (d) goal 4: enhance New Zealand's capability to recover from emergencies.*

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

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

- (1) The objectives of this plan assist in giving effect to the goals of the National CDEM Strategy as follows:
 - (a) objective A of this plan relates generally to goals 1, 2, 3, and 4 of the National CDEM Strategy; and
 - (b) objectives B, C, and D of this plan relate to the achievement of goals 3 and 4 of the National CDEM Strategy.
- (2) This plan is the primary means of improving the ability of government to manage an event of national significance.

The *National CDEM Strategy* provides the overall strategic direction for CDEM in New Zealand. It addresses the need to reduce hazards and risks, and how to be ready for, respond to, and recover from emergencies (the 4 Rs). The latest *National CDEM Strategy* came into effect on 10 April 2019 and is branded the *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aitua*.

The *National Disaster Resilience Strategy* outlines the vision and long-term goals for civil defence emergency management (CDEM) in New Zealand, and the objectives to be pursued to meet those goals. It sets out what we expect in respect of a resilient New Zealand, and what we want to achieve over the next 10 years. It is intended to provide a common agenda for resilience that individual organisations, agencies, and groups can align with for collective impact.

The *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aitua* is available at www.civildefence.govt.nz (search for 'national disaster resilience strategy').

The *National CDEM Plan 2015* and Guide are two mechanisms that contribute to the goals of the *National CDEM Strategy*. Other mechanisms exist both within NEMA¹, and across central and local agencies.

The *National CDEM Plan 2015* is aligned and integrated with a range of other strategies, policies, regulations, and programmes across central government. The *National CDEM Plan 2015* is dependent on this alignment and integration for risk reduction at both the national and local levels.

The relationships between the *National CDEM Strategy*, the *National CDEM Plan 2015*, CDEM Group plans, the emergency management plans of other agencies, and other reduction mechanisms at the national and local level are illustrated in **Figure 1.1** (below). Readiness, response, and recovery planning and activities also link to more broadly based risk reduction policies and programmes at the national and local levels.

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



Figure 1.1: Linkage between national, regional, and local operational plans and arrangements and risk reduction policies and programmes.

1.10 Relationship of the National CDEM Plan 2015 to other plans

Relationship with national CDEM supporting plans

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

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

The following supporting plans have been developed:

- ♦ *National Tsunami Advisory and Warning Plan [SP 01/18]*
- ♦ *Wellington Earthquake National Initial Response Plan [SP 02/17]*
- ♦ *National Fuel Plan [SP 04/20]*

Lead agencies' hazard specific emergency plans

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

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

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

Support agency planning

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

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

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

Integration and alignment of national and local CDEM planning

A CDEM Group, and its member local authorities, emergency services, local branches of government agencies, lifeline utilities, non-government organisations, and community groups, are the primary means of delivering CDEM to communities within each CDEM Group area.

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

The *National CDEM Plan 2015* and Guide provide support to CDEM Group arrangements. CDEM Group Plans and the *National CDEM Plan 2015* need to be aligned and integrated to enable national support. The Guide assists this process.

See *CDEM Group Planning Director's Guideline for Civil Defence Emergency Management Groups* [DGL 09/18] (www.civildefence.govt.nz – search for 'CDEM Group planning').

1.11 References and links

- Other documents**
- ♦ *Civil Defence Emergency Management Act 2002* (www.legislation.govt.nz – search for all legislation by name)
 - ♦ Ministry of Civil Defence & Emergency Management (2019) *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā*; ISBN 978-0-478-43523-8 (www.civildefence.govt.nz – search for 'national disaster resilience strategy')
 - ♦ Ministry of Civil Defence & Emergency Management (2009) (revised October 2018) *Tsunami Advisory and Warning Plan* [SP 01/18]; ISBN 978-0-478-43521-4 (www.civildefence.govt.nz – search for 'tsunami advisory')
 - ♦ National Emergency Management Agency and Ministry of Business, Innovation and Employment (2020) *National Fuel Plan* [SP 04/20]; ISBN 978-0-478-43528-3 (www.civildefence.govt.nz – search for 'fuel plan')
 - ♦ Ministry of Civil Defence & Emergency Management (2010) (revised December 2018) *Wellington Earthquake National Initial Response Plan* [SP 02/18]; ISBN: 978-0-478-43503-0 (www.civildefence.govt.nz – search for 'wellington earthquake')
 - ♦ Ministry of Civil Defence & Emergency Management (2018) *CDEM Group Planning Director's Guideline for Civil Defence Emergency Management Groups* [DGL 09/18]; ISBN 978-0-478-43506-1 (www.civildefence.govt.nz – search for 'CDEM Group planning')
 - ♦ CDEM Group plans (www.civildefence.govt.nz – search for 'CDEM Groups')
 - ♦ Ministry of Health (2015) *National Health Emergency Plan*; ISBN 978-0-478-44887-0 (print) ISBN 978-0-478-44853-5 (internet) (www.health.govt.nz – search for 'NHEP')
 - ♦ Ministry of Health (2017) *New Zealand Influenza Pandemic Plan: A framework for action*; ISBN 978-1-98-850264-9 (online) (www.health.govt.nz – 'influenza pandemic plan')
 - ♦ Ministry for Primary Industries (2003) *Tiakina Aotearoa Protect New Zealand: The Biosecurity Strategy for New Zealand*; ISBN 0-478-07764-5 (www.biosecurity.govt.nz – search for 'biosecurity strategy')
 - ♦ Ministry for Primary Industries *Primary Sector Recovery Policy*. This Policy guides any additional central Government recovery assistance to severely impacted rural communities and individuals following adverse events, including natural disasters, severe weather, and biosecurity incursions. (www.mpi.govt.nz – search for 'adverse events')
 - ♦ Maritime New Zealand (2018) *New Zealand Marine Oil Spill Readiness and Response Strategy 2018-2022* (www.maritimenz.govt.nz – search for 'marine oil spill strategy')