

National Civil Defence Emergency Management Strategy

*Resilient New Zealand
A Aotearoa manahau*



Proposal For Discussion

August 2003



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ISBN 0- 478-25457-1

Published by the Ministry of Civil Defence & Emergency Management

This strategy is available on the website: www.civildefence.govt.nz

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Te Rākau
Whakamarumaru

Ministry of Civil Defence
& Emergency Management

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Foreword

New Zealand is a truly unique nation. We enjoy an environment and quality of life that is known around the world. However, New Zealand's wild and diverse landscape, plus our relatively isolated geographic location, means we are threatened by significant hazards. The reality for New Zealand is that hazards can pose significant risks to life and can destroy property, infrastructure and livelihoods. As Sir Geoffrey Palmer put it:

"Sometimes it does us a power of good to remind ourselves that we live on two volcanic rocks where two tectonic plates meet, in a somewhat lonely stretch of windswept ocean just above the Roaring Forties. If you want drama – you've come to the right place."

The National Civil Defence Emergency Management Strategy is the Crown's vision for Civil Defence Emergency Management (CDEM) in New Zealand for the next 10 years. The vision will be realised through participation from all New Zealanders. The framework for realising this vision has been established under the new CDEM Act 2002. The Act seeks to improve New Zealand's resilience to emergencies through promoting a comprehensive, all-hazards approach to managing risk. Now is your opportunity to assist the Crown in developing the strategic priorities for CDEM.

I hope that this draft National CDEM Strategy is the first step towards a comprehensive, integrated approach to CDEM. The Crown is embarking on a journey to address how we can protect our country against the consequences of disasters. I want you to be a part of that journey, to understand what hazards can do to you, your loved ones, businesses and livelihoods – to make informed choices and commit to action.



Hon George Hawkins
Minister of Civil Defence

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The New Zealand Hazardscape

New Zealand's dynamic physical environment and developed economy means the country is subject to a wide variety of hazards. These hazards, as defined by the CDEM Act, fall loosely into two groups: natural and man-made.

The natural hazard that most often leads to a community-wide emergency is flooding¹, the most under-rated is volcanic eruption and potentially the most dangerous is an earthquake. One of the more significant scenarios is a major earthquake impacting on Wellington. One regional study² gives the estimated impact as 530 fatalities for a daytime event, with 43 if at night, and the Earthquake Commission estimates its claims settlements for residential homes alone following a large earthquake in Wellington would total up to NZ\$6.8 billion³.

Other significant natural hazards include snow, wind, landslide, coastal erosion, storm surge and tsunami.⁴ New Zealand's increasing exposure to risks from natural hazards is consistent with international trends. During the last four decades, global economic losses from natural disasters have increased almost 10 times.⁵ This led the United Nations to adopt the International Strategy for Disaster Reduction⁶, which emerged from the International Decade for Natural Disaster Reduction (IDNDR, 1990-1999).

In addition to natural hazards, technological development has created new hazards and risks. Reliance on lifeline utilities (including electricity, gas, water, sewerage, communication and transport systems) leads to greater vulnerability in the event of their failure. The increasing complexity and interdependency of these services raises the possibility of multiple failures, progressive failures or extended outages beyond the control of individual utilities. The 40-day electricity supply interruption in the Auckland central business district in early 1998 was a technological emergency that caused significant social and economic disruption, with up to 5% of New Zealand's workforce affected at a cost of approximately 0.3% of New Zealand's GDP⁷ or approximately NZ\$300 million.

1 Ministry of Civil Defence & Emergency Management. Civil Defence Declarations since 1 January 1963 - Internal document, (2000).

2 RA Davey and RB Shephard, Earthquake Risk Assessment Study, (for the Wellington Regional Council (1995).

3 Earthquake Commission, Briefing for the Minister-in-Charge of the Earthquake Commission. December 1999.

4 Ministry of Civil Defence & Emergency Management. From 'Response' to 'Resilience': Emergency Management Reform in New Zealand Wellington (1999).

5 Munich Re Topics, Natural Catastrophes – the current position (2000).

6 Resolution, UN General Assembly 54/219.

7 Auckland City Council. Auckland City Council: Perspective on their Power Crisis, Address by Manley C. (1998).

The release of hazardous substances or organisms, either intentionally or unintentionally, may also adversely affect New Zealand's environment, health and economy. In the wake of the terror attacks of 11 September 2001 in New York and Washington, the threat of terrorism poses a risk to public safety and national security that no one can ignore.

New Zealand's vulnerability to hazards is influenced by the structure of its economy and society. The economy depends heavily on agriculture, tourism and international trade - all of which could be severely affected by New Zealand's hazardscape. For example, a foot-and-mouth outbreak could have potentially catastrophic effects on the economy.⁸ Other factors that affect New Zealand's vulnerability to hazards include the nature of our lifestyles, settlement patterns and resource use. For example, the population is expected to peak at 4.81 million by the year 2046, with an increasing number of people living in urban areas.⁹ If current patterns of development continue, people who rely on the assistance of others will be concentrated in areas of relatively high risk.

Scientific research into the New Zealand hazardscape continues to identify new hazards and often points to a more compelling risk from our known hazards than was previously understood. With the passing of the CDEM Act 2002, we are now moving into an environment where we must take a more comprehensive approach to CDEM. A sound understanding of the hazardscape will underpin this new approach.

8 See Reserve Bank of New Zealand and the Treasury, *The Macroeconomic Impacts of a Foot-and-mouth Disease Outbreak: An Information Paper for Department of the Prime Minister and Cabinet*, September 2002.

9 Projected New Zealand Population 2001 (base) – 2101, *Projection Series 4*, Statistics New Zealand, www.stats.govt.nz (2003)

A New Approach to Civil Defence Emergency Management in New Zealand

Background to CDEM Reforms

A series of reviews in the 1990's looked at how CDEM in New Zealand was being carried out under the Civil Defence Act 1983. The reviews identified the need for a new, more holistic approach to CDEM, including:

- Greater focus on identifying and reducing the risks posed by hazards
- Enhancing knowledge about New Zealand's hazards and the associated risks
- Integrating planning and promoting inter-agency coordination
- Greater ability to adapt to societal, political and economic change
- Enhancing the capacity to deal with a disaster of national proportions
- Promoting a risk management approach to hazards.

The reforms of the CDEM sector over the last few years have been designed to fit this new approach. To implement the reforms, the Ministry of Civil Defence & Emergency Management was created on 1 July 1999. The role of the Ministry includes providing overarching policy advice to Government and the coordination and oversight of CDEM provision, funding and monitoring.

The CDEM Act 2002

The embodiment of the reforms is the Civil Defence Emergency Management Act 2002 (the Act), which replaced the Civil Defence

Act 1983. The Act defines Civil Defence Emergency Management as:

"The application of knowledge, measures, and practices that – are necessary or desirable for the safety of the public or property; and are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and – includes, without limitation, the planning, organisation, coordination and implementation of those measures, knowledge, and practices."

The Act establishes a framework for CDEM aimed at building resilient New Zealand communities. The National CDEM Strategy is a part of that framework. It will be supported by a National CDEM Plan, and regional plans developed by CDEM Groups. CDEM Groups are a consortia of local authorities working in partnership with emergency services, lifeline utilities and others within regional boundaries. This CDEM framework is being implemented through the planning and activities of central and local government, emergency services, lifeline utilities, businesses and volunteer agencies.

A more comprehensive approach to CDEM

The Act, like its predecessor, provides for effective emergency readiness and response, but provides for a far more comprehensive approach to CDEM. The Act does this by placing greater emphasis on reducing the impact of emergencies through the application of a sustainable approach to hazard risk management and on recovery planning to cope with the long-term impacts of disasters.

Vision and Values

Vision

The Crown's vision for CDEM is that New Zealanders will understand and routinely act to reduce and avoid the adverse effects of hazards because they value the enduring social, economic, cultural and environmental benefits of doing so. This is encapsulated as:

"Resilient New Zealand – strong communities understanding and managing their hazards"

"A Aotearoa manahau - he pūioio ngā hapori, he mārama ki ō rātou pūmate me te whakahaere"

Realising this vision will require action from all areas of society. The strategy will achieve the Crown's vision when New Zealanders:

- Recognise the critical role of CDEM in protecting their safety and prosperity
- Are well informed about the hazards they face and their consequences
- Are committed to managing their risks
- Make decisions about how best to manage hazards in a way that contributes to the overall sustainable development of communities
- Prepare themselves for emergencies
- Integrate CDEM planning with everyday decision-making.

A resilient New Zealand is founded upon strong partnerships between communities and government. The Crown's vision is of communities, in partnership with CDEM stakeholders, understanding the risks from hazards to their safety and livelihoods and developing their capability to manage them. Such capability will be dependent upon bringing together an appropriate mix of resources (financial and human), systems (planning and operational arrangements) and a culture of self-help, community caring and leadership.

Values

Important values underpin the vision for CDEM in New Zealand. The Crown respects the diversity of all New Zealanders, with particular regard to its Māori Treaty partner. The Crown recognises the benefits that come from mutual understanding and cooperation. The Crown places a high value on the health, safety and prosperity of all and wishes to preserve the willingness of New Zealanders to help each other in times of adversity, while encouraging individuals and communities to make responsible choices. The Crown's vision will be realised through individuals, communities, businesses and government living these values.

Principles

The following principles are guides to action and underpin the development and success of CDEM in New Zealand. They derive from the new approach to CDEM laid out in the CDEM Act 2002. The principles apply to all New Zealanders as CDEM stakeholders. In addition, there are key agencies that have an explicit role in CDEM arrangements.

1. Individual and community responsibility and self-reliance

Individuals and communities are ultimately responsible for their safety and the security of their livelihoods. The new CDEM arrangements support and encourage local ownership of this responsibility. Individuals and communities also must be able to care for themselves, as much as possible, when the normal functions of daily life are disrupted. Arrangements to support this are best done at the local level.

2. A transparent and systematic approach to managing the risk from hazards

Communities must be given the ability to decide what levels of risk they consider acceptable and what measures they put in place to manage their risks. A systematic approach is necessary to ensure that a logical and consistent approach is taken when identifying and assessing risks, consulting and communicating with communities and, where appropriate, implementing cost-effective measures to reduce risk.

3. Comprehensive and integrated hazard risk management

Comprehensive risk management means dealing with all our hazards, both natural and man-made, through the “4 R’s” of risk reduction, readiness, response and recovery. Integrated activity promotes the coordinated involvement of all CDEM stakeholders that have a role in managing our hazards.

4. Addressing the consequences of hazards

The consequences of natural and man-made hazards can be physical, social, technical, environmental or economic and may affect one or more communities. Focusing on consequences provides a basis for planning, informs decision-making and enables more effective action through improved prioritisation and resource allocation. CDEM arrangements must also ensure that support is available to individuals and communities that are overwhelmed by disasters despite having taken responsibility and action to manage their own risks.

5. Making best use of information, expertise and structures

Making the best use of information, as well as improving both information systems and the applicability of research is crucial. In order to achieve our vision for CDEM in New Zealand, it is necessary to develop the appropriate range of skills, knowledge and behaviours within our society and share best practice approaches to hazard management planning and operational activity.

Goals

For the purposes of this strategy four broad spheres of activity have been identified that will build toward the Crown's vision of resilient New Zealand. These spheres of activity are expressed as the four goals of the National Strategy. The goals reflect the Crown's priorities for CDEM in New Zealand for the next 10 years. These priorities have been established from years of review, policy development and research into CDEM. They also reflect the principles of the CDEM Act 2002.

Goal 1: To increase community awareness, understanding and participation in CDEM

To achieve the vision of a resilient New Zealand, communities must first be aware of the New Zealand hazardscape. New Zealand has a wide array of hazards, many of which only now, thanks to better research, are being fully understood. The strategy aims to build awareness of this environment. However awareness by itself is only the first step. New Zealanders must also understand the risks from hazards, i.e. "what can this hazard do to me?" A solid understanding of CDEM will build upon an awareness of the hazardscape and encourage communities to prepare for emergencies. In addition, awareness and understanding aims to stimulate action – communities actively participating in CDEM, particularly in decision-making. As such, a key aim of the strategy is to encourage individuals and communities to take responsibility for their safety.

These steps aim to instil a strong culture of community safety. This culture will act as a driver to the development of the new CDEM arrangements and help create more resilient communities.

Goal 2: To reduce the risks from hazards to New Zealand

Reducing risk is fundamental to realising the vision of a resilient New Zealand and is a consistent message in the CDEM Act. The focus on risk reduction is a key difference from the old civil defence arrangements, which focused primarily on emergency readiness and response. Reducing risk lessens the consequences of emergencies for communities.

Reducing risk cannot be viewed in absolute terms. It is physically impossible to completely remove the risks from all hazards. However the new CDEM arrangements assist communities and government to reduce risk to acceptable levels. The risks from hazards are just some of the multitude of risks that New Zealanders face in their everyday lives. Communities and government must manage a host of variables that affect their acceptability of risk, from economic costs to the country's international reputation.

Given the complexity of risk, the new CDEM arrangements aim to enhance the tools that communities and government can use to reduce the risk from hazards. This includes the removal of legislative and regulatory barriers, research into mitigation options and the promotion of hazard risk management practices. The tools for reducing risks should be simple, transparent and readily accessible.

Goals

Goal 3: To enhance New Zealand's capability to manage emergencies

Notwithstanding efforts to reduce risk, emergencies happen, and New Zealand must be prepared to manage them. This goal targets stakeholders that have responsibility for preparing and responding to emergencies, namely local and central government, emergency services and lifeline utilities. It sets out actions that will assist these stakeholders to more effectively manage emergencies.

A consistent message is the need for integration. As a nation, we have only limited capability to manage emergencies, particularly large ones. New Zealand must make best use of its existing resources and plan for any necessary international assistance. The regional CDEM Group and national plans play a key role in facilitating the integration of stakeholders, identifying areas of mutual benefit and cooperation, eliminating duplication or inefficient use of resources and identifying gaps in national capability.

Goal 4: To enhance New Zealand's capability to recover from disasters

Planning for recovery from disasters has often been neglected, but is now a key priority. Recovery plans establish recovery needs and the ways to meet them prior to a disaster. In doing so they help communities get back on their feet more quickly.

Disasters can inflict enormous damage on the physical environment. It is vital that planning exists to manage the reconstruction and restoration of property and infrastructure. This planning will involve the assessment and prioritisation of needs and the coordination of resources to meet those needs. In considering reconstruction needs,

stakeholders must consider longer-term issues about the sustainable management of hazards. In some cases, damage to the physical environment can provide opportunities to rebuild or relocate property and infrastructure in new ways or locations.

Consideration must also be given to the social and economic impacts of disasters. This sphere of activity is critical to the community's ability to recover. Communities that can restore the "normal" functions of daily life, such as people returning to their homes, businesses reopening and children back in school, will recover more quickly from disasters. Recovery planning must also consider the long-term health and welfare needs of communities, such as psychological support services. Planning should also reflect the economic consequences of disasters, both at the local and national levels. Good recovery planning will increase the speed by which communities can resume normal activities. The importance of reducing the long-term impacts of disasters through sound recovery planning cannot be overstated.

Objectives, Actions and Achievement Indicators

The Crown has identified a number of objectives to be pursued to reach each goal. Each objective is followed by a supporting statement, which explains the rationale of the objective. Under the objective are actions, which remain indicative at this stage because many of them are still being negotiated with stakeholders. The actions are the practical steps by which the objective will be reached. The Crown has also identified achievement indicators in support of the actions. These are examples of the kinds of positive outcomes the Crown is seeking and will be evidence that the objective is being reached.

Goal 1: To Increase Community Awareness, Understanding and Participation in CDEM

Objective A

Increase the level of community awareness of the risks from hazards

Communities must be aware of the risks from hazards in New Zealand. Resilient communities can only be built upon an awareness of the New Zealand hazardscape.

Indicative Actions:

- A five-year national public education strategy for CDEM, supported by national and CDEM Group initiatives, to improve and better coordinate public education activities.
- CDEM stakeholders to liaise with MCDEM, where appropriate, on public awareness programmes that will enhance awareness of the New Zealand hazardscape.

Achievement Indicators:

- Outcomes and targets from the national public education strategy for CDEM are met.
- Evidence of public awareness activities in regional CDEM Group Plans.
- Evidence that the level of individual and community awareness of the risks from hazards is increasing.

Goal 1: To Increase Community Awareness, Understanding and Participation in CDEM

Objective B

Improve community understanding of CDEM

A sound understanding of CDEM will ensure New Zealanders can better prepare for, respond to, and recover from disasters when they occur. A good understanding of CDEM, combined with an enhanced awareness of the New Zealand hazardscape, will improve a community's ability to cope in an emergency.

Indicative Actions:

- CDEM Groups to develop strategies to increase the level of understanding of CDEM in communities.
- MCDEM and research providers to promote information on CDEM for the benefit of the public.

Achievement Indicators:

- Evidence of stakeholder initiated activities that increase the level of understanding of CDEM.
- Evidence of a greater circulation of information material on CDEM.
- Evidence that communities have improved their readiness for emergencies.

Goal 1: To Increase Community Awareness, Understanding and Participation in CDEM

Objective C

Increase community participation in determining acceptable levels of risk

Communities that are aware of the risks from hazards and that have an understanding of CDEM are better able to make decisions regarding the acceptability of risk. How acceptable the risks from hazards are will vary among different communities and will often be subject to a number of factors. Nonetheless, it is the democratic right of all New Zealanders to have a say in what level of risk is acceptable to their community. This objective aims to enhance that right.

Indicative Actions:

- CDEM Groups to continue to seek community input and participation in decisions regarding hazard risk management.
- CDEM Groups and MCDEM to encourage community input and participation in regional and national planning respectively.

Achievement Indicators:

- Evidence of greater community input and participation in local government decisions regarding hazard risk management.
- Increased public submissions on regional CDEM Group and National Plans.
- Evidence of hazard risk management and CDEM in the Long Term Council Community Plans (LTCCP) of local government.

Goal 2: To reduce the risks from hazards to New Zealand

Objective A

Improve the coordination, promotion and accessibility of CDEM research

Top quality research is crucial to improving the understanding and development of CDEM. Research is particularly relevant to hazard and risk identification, assessment and monitoring and hence to the development of CDEM planning and effective measures to reduce risks.

Indicative Actions:

- MCDEM, CDEM Groups and research providers to liaise in decisions regarding CDEM research to seek best-value outcomes for the end users of research.
- MCDEM to assist in the dissemination of national and international research for the benefit of all CDEM stakeholders.

Achievement Indicators:

- Evidence that research directions in CDEM are matched with the needs of the end users of research.
- Evidence that CDEM research has contributed positively to regional CDEM Group and National Plans.

Goal 2: To reduce the risks from hazards to New Zealand

Objective B

Develop a comprehensive understanding of New Zealand's hazardscape

New Zealand has a large and varied number of hazards – we must understand them. Understanding the New Zealand hazardscape is crucial for identifying and prioritising risk reduction activities and for informing readiness, response and recovery planning.

Indicative Actions:

- All CDEM stakeholders to liaise in the development of a nationally accessible system for the coordination, presentation and communication of information on New Zealand's hazardscape.
- MCDEM to identify and assess risks of national significance.
- Government departments to contribute to the understanding of New Zealand's hazardscape.

Achievement Indicators:

- Regular reports on the state of New Zealand's hazardscape.

Goal 2: To reduce the risks from hazards to New Zealand

Objective C

Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels

Reducing risk can be as simple as safely securing home furniture to reduce earthquake damage and as complex as land-use planning to reduce the risks associated with flooding. Across the spectrum, it is the responsibility of all CDEM stakeholders to take actions to reduce the risks from hazards.

Indicative Actions:

- CDEM stakeholders to use best-practice risk management techniques and business continuity plans.¹⁰
- Government to develop programmes to prioritise and reduce over time risks of national significance.
- MCDEM and CDEM Groups to encourage the private sector to reduce the risks from hazards to acceptable levels through a risk management approach.

Achievement Indicators:

- Evidence of an increase in best-practice risk management techniques and business continuity planning among CDEM stakeholders.
- CDEM Group Plans show evidence of risk reduction activities.
- Government taking and reporting on measures to reduce risks of national significance to acceptable levels.
- Surveys of the private sector show an increase in hazard risk management and business continuity planning.

¹⁰ Examples include the Australia/New Zealand Risk Management Standard (4360:1999), the Japanese Risk Management Standard (JIS Q2001) and the Quality Planning website managed by the Ministry for the Environment, which provides advice on planning issues and best-practice techniques www.qualityplanning.org.nz

Goal 2: To reduce the risks from hazards to New Zealand

Objective D

Improve the coordination of government policy relevant to CDEM

The CDEM Act emphasises the importance of coordinating legislation, policies and work programmes that affect CDEM. Improving the coordination of government policy is necessary to avoid duplication, make the best use of resources and achieve best-possible integrated outcomes for CDEM.

Indicative Actions:

- MCDEM and government departments to work together to promote legislation, government policy and work programmes that further the intent and requirements of the CDEM Act.
- MCDEM and government departments to work together to establish links between the CDEM Act and related legislation administered by other government departments.
- Government departments to consider CDEM issues when entering into contracts with service providers.

Achievement Indicators:

- Greater consultation between MCDEM and government departments resulting in tangible benefits for all CDEM stakeholders.

Goal 3: To enhance New Zealand's capability to manage emergencies

Objective A

Promote continuing and coordinated professional development in CDEM

Competent people are essential when it comes to managing emergencies. Professional development aims to develop competent people in CDEM as well as enhance the skills of those already involved in the sector. Enhancing professional development is also about tapping into existing knowledge and skills relevant to CDEM.

Indicative Actions:

- MCDEM to foster tertiary education programmes that improve CDEM knowledge and practice.
- MCDEM to develop and promote standards for key CDEM positions and roles outlined by the CDEM Act.
- CDEM Groups and emergency services that use volunteers to enhance their recruitment, training, management and retention through inter-agency cooperation and assistance from national standards and guidelines on volunteering.
- MCDEM to facilitate a joint agency framework for professional development in the emergency services.

Achievement Indicators:

- An increase in the number of people accessing and completing CDEM professional development programmes.
- Outcomes from CDEM Group plans show evidence of professional development activities.

Goal 3: To enhance New Zealand's capability to manage emergencies

Objective B

Enhance the ability of CDEM Groups to prepare for and manage emergencies

Under the CDEM Act, CDEM Groups are responsible for managing emergencies in their regions. CDEM Groups depend on assistance from the community, emergency services, lifeline utilities, government departments and one another. Integrated planning and coordination is therefore essential to assist CDEM Groups in preparing for and managing emergencies.

Indicative Actions:

- MCDEM to support CDEM Groups through the development and promotion of best-practice techniques and guidelines.
- CDEM Groups to engage with one another to identify cross-boundary risks from hazards and develop consistency in operational procedures.
- Emergency services will continue to participate in CDEM Group planning to coordinate and promote regional capability.
- Lifeline utilities will continue to participate in CDEM Group planning to coordinate and promote regional capability.
- Government departments will continue to participate in CDEM Group planning to coordinate and promote regional capability.

Achievement Indicators:

- Robust CDEM Group Plans that achieve their stated outcomes and demonstrate involvement from CDEM stakeholders.
- Evidence of an enhanced readiness and response capability among CDEM Groups, in terms of physical and human resources.
- Actual emergencies demonstrate CDEM Groups are capable of managing emergencies even when they are overwhelming.

Goal 3: To enhance New Zealand's capability to manage emergencies

Objective C

Enhance the ability of emergency services to prepare for and manage emergencies

Emergency services are the first-line responders in any emergency situation. They are critical for treating the injured, rescuing lives and transporting people to safety. Emergency services are also responsible for preventing further loss of life or injury during and immediately after an emergency. Integrated planning and coordination is essential to ensure an effective and rapid response from emergency services.

Indicative Actions:

- MCDEM to enhance the CDEM capability of emergency services through the development and promotion of best-practice techniques and guidelines.
- Emergency services to support ongoing training activities and multi-agency initiatives relevant to CDEM.
- Emergency services to work with MCDEM to develop a common framework for their involvement with CDEM Groups.
- Emergency services to incorporate Coordinated Incident Management Systems (CIMS) practices into their Standard Operating Procedures.
- The Ministry of Health to advise and coordinate hospital and health services regarding their CDEM capability.

Achievement Indicators:

- Evidence of greater coordination amongst the emergency services that enhance their readiness and response capability.
- Liaison between the Ministry of Health and MCDEM during the development of the National Health Management Plan and the National Civil Defence Emergency Management Plan.
- The development and implementation of a Public Service Emergency Radio Network by the New Zealand Police.

Goal 3: To enhance New Zealand's capability to manage emergencies

Objective D

Enhance the ability of lifeline utilities to function during an emergency and to rapidly recover to full service provision

Lifeline utilities manage New Zealand's infrastructure, like our road and rail networks, and provide essential services such as electricity, gas, water, wastewater, transportation and communications. Damage or loss to infrastructure and essential services can severely disrupt people's lives and inhibit the ability of CDEM Groups to manage emergencies. Severe or prolonged disruption to infrastructure and essential services can also have negative impacts for the economy.

Indicative Actions:

- MCDEM to enhance the CDEM capability of lifeline utilities through the development and promotion of best-practice techniques and guidelines.
- Lifeline utilities to demonstrate business continuity planning in order to function to the fullest possible extent during and after an emergency.
- Lifeline utilities to support and engage with the establishment and ongoing work of lifeline coordination Groups in order to facilitate communication and cross-industry planning.

Achievement Indicators:

- Evidence that lifeline utilities are preparing for emergencies through the use of business continuity plans and participation in lifeline coordination groups.

Goal 3: To enhance New Zealand's capability to manage emergencies

Objective E

Enhance the ability of government departments to function during an emergency and to rapidly recover to full service provision

Government departments have a number of roles and responsibilities in emergencies. These will be captured in the regional CDEM Group Plans and the National CDEM Plan. In addition, government departments must adequately prepare for emergencies to ensure they can continue to provide services to the public during and after an event.

Indicative Actions:

- MCDEM to enhance the CDEM capability of government departments through the development and promotion of best-practice techniques and guidelines.
- Government departments to demonstrate readiness capability and business continuity planning.
- MCDEM to engage government departments regarding their roles and responsibilities in the National CDEM Plan.
- MCDEM to work with government departments to establish cluster groups¹¹ for the purpose of coordinating advice to Government and planning for emergencies.

Achievement Indicators:

- Evidence that government departments have planned for the consequences of emergencies on their ability to function.
- Evidence of increased interdepartmental cooperation that enhances departments' response to emergencies.
- Cluster groups developed to coordinate and manage specific sectors in an emergency.

¹¹ The cluster groups will fit into two categories: technical and social. Technical cluster groups will manage such things as infrastructure and transport. Social clusters will manage issues affecting people, such as health and welfare needs.

Goal 3: To enhance New Zealand's capability to manage emergencies

Objective F

Improve the ability of government to manage an event of national significance

An event of national significance, as defined in the CDEM Act, will have enormous short and long-term consequences for New Zealand. Government will play a critical role in New Zealand's ability to manage a major event, but it is the responsibility of all CDEM stakeholders to work together to plan for major events.

Indicative Actions:

- CDEM stakeholders to plan for events of national significance through the national planning process.
- Government to continue to develop and maintain the infrastructure and information systems of the National Crisis Management Centre (NCMC) – a multi-agency centre for use by government in times of crisis.
- Government departments with lead roles in the NCMC to promote the participation of other government departments in regular exercises in the NCMC.

Achievement Indicators:

- A robust National CDEM Plan developed in consultation with all CDEM stakeholders.
- Gaps or shortfalls in national capability are identified and addressed.
- Government departments participate in regular training exercises in the NCMC.
- Continued enhancement of national crisis management arrangements.

Goal 4: To enhance New Zealand's capability to recover from disasters

Objective A

Implement effective recovery planning for the physical impacts of disasters

Disasters can inflict enormous long-term damage on property, infrastructure and the natural environment. Comprehensive research, planning and policy around recovery will assist people to rebuild their communities.

Indicative Actions:

- Research providers, in liaison with MCDEM, to conduct and promote research into the physical impacts of disasters.
- CDEM Groups, in conjunction with relevant stakeholders, to establish the long-term community needs for recovery from the physical impacts of disasters.
- Government departments, particularly those with responsibilities for infrastructure, resource management and the natural environment, to engage in recovery planning.
- Lifeline utilities to demonstrate planning for recovery from the physical impacts of disasters.

Achievement Indicators:

- A greater understanding among CDEM stakeholders of the physical impacts of disasters.
- Evidence of recovery planning by CDEM stakeholders for the physical impacts of disasters at regional and national levels.

Goal 4: To enhance New Zealand's capability to recover from disasters

Objective B

Implement effective recovery planning for the social and economic impacts of disasters

While recovery from the physical effects of disasters is the most visible post-event consideration, disasters can also have devastating impacts on the social and economic well-being of communities. Full recovery requires that these effects are understood and addressed.

Indicative Actions:

- Research providers, in liaison with MCDEM, to conduct and promote research into the social and economic impacts of disasters.
- CDEM Groups, in conjunction with relevant stakeholders, to establish the long-term community needs for recovery from the social and economic impacts of disasters.
- Government departments, particularly those with responsibilities for health, welfare and the economy, to engage in recovery planning.

Achievement Indicators:

- A greater understanding among CDEM stakeholders of the social and economic impacts of disasters.
- Evidence of recovery planning by CDEM stakeholders for the social and economic impacts of disasters at regional and national levels.

Summary of Goals and Objectives

Goal 1: To increase community awareness, understanding and participation in CDEM

Objectives

- A Increase the level of community awareness of the risks from hazards
- B Improve community understanding of CDEM
- C Increase community participation in determining acceptable levels of risk

Goal 2: To reduce the risks from hazards to New Zealand

Objectives

- A Improve the coordination, promotion and accessibility of CDEM research
- B Develop a comprehensive understanding of New Zealand's hazardscape
- C Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels
- D Improve the coordination of government policy relevant to CDEM

Goal 3: To enhance New Zealand's capability to manage emergencies

Objectives

- A Promote continuing and coordinated professional development in CDEM
- B Enhance the ability of CDEM Groups to prepare for and manage emergencies
- C Enhance the ability of emergency services to prepare for and manage emergencies
- D Enhance the ability of lifeline utilities to function during an emergency and to rapidly recover to full service provision
- E Enhance the ability of government departments to function during an emergency and to rapidly recover to full service provision
- F Enhance the ability of government to manage an event of national significance

Goal 4: To enhance New Zealand's capability to recover from disasters

Objectives

- A Implement effective recovery planning for the physical impacts of disasters
- B Implement effective recovery planning for the social and economic impacts of disasters

Key CDEM Stakeholders

Local Government (CDEM Groups)

Local government has a range of established roles in managing hazards, responding to emergencies, and ensuring the maintenance of essential services. All of the following local government activities are relevant to CDEM: resource management; marine pollution and harbour management; water and wastewater management; river management; environmental health; road infrastructure; community development; rural fire and hazardous substance and building standards compliance. Under the CDEM Act, local authorities must form CDEM Groups within each region. CDEM Groups must develop regional plans to implement CDEM policy, programmes and operations at the regional level.

Central Government

Central government develops and implements legislation, policies, programmes and services that influence CDEM. In addition, central government has a range of responsibilities in emergency situations. This will include providing assistance in responding to and managing situations and assisting in recovery activities. The detailed requirements of central government will form part of the National CDEM Plan.

Emergency Services

Emergency services are critical first line responders to emergencies. They manage incidents that occur daily, and also prepare for major events that may involve significant social disruption, injury and loss of life.

Lifeline Utilities

Lifeline utilities are organisations that manage infrastructure and provide essential services. The CDEM Act is unique in that it prescribes responsibilities for lifeline utilities. The Act requires that they are able to operate during and after an emergency. The CDEM Act also requires lifeline utilities to participate in the development of the National CDEM Strategy, the National CDEM Plan and regional CDEM Group Plans.

Research Providers and Academic Institutions

Research into hazards and CDEM is crucial to the development of effective planning. The National CDEM Plan and regional CDEM Group Plans must be informed by the latest information and scientific research on New Zealand's hazardscape. Crown Research Institutes are essential providers of this research. Universities and other tertiary education providers also play an important role in increasing the pool of skills and knowledge about hazards and CDEM.

Individuals, Communities and Businesses

Individuals, communities and businesses have a general responsibility to identify, assess and manage their risks from hazards. They also contribute to choices about managing hazards and risks within their communities. Volunteers are often an important resource in readiness, response and recovery arrangements. Businesses must act to reduce the risks from hazards to their assets and operations, ensure the safety of employees and plan for business continuity.

Monitoring and Evaluation

Monitoring progress in implementing the Strategy

This Strategy, along with the statutory provisions of the CDEM Act, represents the Crown's strategic interests and priorities for CDEM. Chief executives of government departments are therefore expected to take into account those aspects of the Strategy that are relevant to their responsibilities.

The National CDEM Plan will identify gaps in national capability and what stakeholders need to do to address those gaps. The development of national capability is crucial to the Crown achieving the goals of the National CDEM Strategy. This National CDEM Plan will detail the commitments and requirements of stakeholders to enhance national capability and provide accurate and up to date information that can then feed into the wider monitoring and evaluation framework.

The Ministry of Civil Defence & Emergency Management will also coordinate overarching monitoring during the life of the Strategy. Monitoring data and performance indicators will be identified for the objectives and actions. Existing monitoring programmes will be reviewed and re-aligned to ensure an appropriate fit with the Strategy's needs.

¹² Section 34, CDEM Act 2002

¹³ Section 36, CDEM Act 2002

Reviewing the Strategy

Under the CDEM Act 2002 the Strategy, once approved, remains current for 10 years or any lesser period specified in the Strategy.¹² The Minister may however amend or revoke the Strategy earlier if necessary, though subject to the standard procedures for completing a new Strategy.¹³

This Strategy will be reviewed within five years following approval. As this is the first National CDEM Strategy since the passing of the CDEM Act, it is expected that some of the actions will change. Therefore, while the vision is not expected to change, and the goals and objectives are expected to hold for periods longer than five years, the actions may require review in the short to mid-term. The development of the actions will be reflected in the national planning process.

Measuring outcomes from the Strategy

The Ministry of Civil Defence & Emergency Management will develop an evaluation framework to measure outcomes related to the implementation of the CDEM Act. Evaluating outcomes of the National Strategy is integral to this process.

Glossary

Unless the context otherwise requires, in this document, the following terms and words have the meaning specified below.

Business continuity planning:

An organisation's risk management of threats that may terminate or significantly disrupt core business. It involves mitigation activities and contingency planning for response and recovery actions.

Capacity:

The content or measure of resources (including supplies, equipment, and personnel).

Capability:

Ability or power of action to deliver resources in the event of an emergency (Note: capability = capacity + delivery, and therefore includes process).

Civil Defence Emergency Management (CDEM):

- (a) means the application of knowledge, measures, and practices that:
- are necessary or desirable for the safety of the public or property

- are designed to guard against, prevent, reduce, or overcome any hazard or the harm or loss that may be associated with any emergency; and

- (b) includes, without limitation, the planning, organisation, coordination, and implementation of such measures, knowledge, and practices.

CDEM Groups:

Consortia of local authorities working in partnership with emergency services, major utilities and others to ensure that emergency management principles are applied at the local level.

CDEM Stakeholders:

For the purposes of this strategy, CDEM stakeholders are central government, local government, emergency services, lifeline utilities, businesses, communities and individuals.

Community:

A collective of people unified by a common interest.

Glossary

Consequence:

The outcome of an event expressed qualitatively or quantitatively, being a loss, injury, disadvantage or gain. There may be a range of possible outcomes associated with an event.

Disaster:

An event that causes significant loss or damage and that overwhelms the capability of the community to manage it. Such an event could require significant additional resources.

Emergency:

Means a situation that:

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

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

Emergency Services:

The New Zealand Police, New Zealand Fire Service, National Rural Fire Authority, rural fire authorities, and hospital and health services.

Government Department:

A department of the public service listed in the First Schedule of the State Sector Act 1988.

Hazard:

Something that may cause, or contribute substantially to, the cause of, an emergency.

Hazardscape:

The net result of natural and man-made hazards and the risks they pose cumulatively across a given area.

Impacts:

The physical attributes associated with a hazard such as the effects of ground-shaking during an earthquake.

Glossary

Lifeline Utility:

Any entity responsible for managing infrastructure or essential services and/or an entity named or described in Part A of Schedule 1, or that carries on a business described in Part B of Schedule 1 of the CDEM Act 2002.

National significance:

Includes, without limitation, any case where the Minister of Civil Defence or Director considers that:

- a) there is widespread public concern or interest; or
- b) there is likely to be a significant use of resources; or
- c) it is likely that the area of more than one CDEM Group will be affected; or
- d) it affects or is likely to affect or is relevant to New Zealand's international obligations; or
- e) it involves or is likely to involve technology, processes, or methods that are new to New Zealand; or
- f) it results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).

Risk:

The likelihood and consequences of a hazard.

Risk management:

The culture, processes and structures that are directed towards the effective management of potential opportunities and adverse effects. It is a process involving the systematic application of management policies, procedures and practices to the tasks of establishing the context, identifying, analysing, evaluating, treating, monitoring and communicating risk.

Vulnerability:

The exposure of a community or social group in being able to anticipate, avoid or reduce, cope with, and recover from the consequences of a hazard(s) that they face.

