

# Briefing for Incoming Minister

## CIVIL DEFENCE

October 2005

THE DEPARTMENT OF INTERNAL AFFAIRS



*Te Tari Taiwhenua*

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# Introduction: Civil Defence Emergency Management

## Introduction to Internal Affairs

The Department of Internal Affairs' purpose is to serve and connect citizens, communities and government to build a strong, safe nation. The Department's vision is to be a recognised leader in public service – known for innovation, essential to New Zealand, and trusted to deliver.

In 2005, the Department administered six votes:

- Internal Affairs
- Ministerial Services
- Local Government
- Community and Voluntary Sector
- Civil Defence
- Racing

(Ethnic Affairs is a separate portfolio within Vote Internal Affairs.)

The Department administers approximately 80 Acts and sets of Regulations, and approximately 1500 'local' Acts.

The Department employs around 1,100 people in 17 centres in New Zealand, plus small offices in Sydney and London. It has revenues of almost \$150 million per year from both Crown and external sources. It is the responsible department for many Crown entities and other statutory bodies.

## Introduction to Ministerial Role

### STATUTORY POWERS OF THE MINISTER

Some of the more significant powers and duties you have under the Civil Defence Emergency Management Act 2002 are to:

- ensure that a current National Civil Defence Emergency Management (CDEM) Strategy is in effect at all times
- ensure that the first National CDEM Plan is made by December 2005 and that a Plan continues to be in effect at all times
- comment formally on CDEM Group Plans before they are approved and adopted by the Group

- declare a state of national emergency or a state of local emergency in particular circumstances (thus giving access to a range of special powers)
- direct the Director of Civil Defence Emergency Management, CDEM Groups or any other person, to act according to their statutory function
- appoint a recovery coordinator in an area where a CDEM Group is overwhelmed.

## FUNCTIONS OF THE DEPARTMENT OF INTERNAL AFFAIRS

Under the Act the Director of Civil Defence and Emergency Management's functions and powers encompass:

- promoting CDEM itself and relevant research
- providing advice to you (and others)
- identifying hazards and risks of national significance
- developing the National CDEM Strategy, the National CDEM Plan and Guidelines
- monitoring and evaluating
- during a state of national emergency, directing and controlling resources
- issuing warnings of hazards
- promoting CDEM training.

## CROWN ENTITIES AND OTHER STATUTORY BODIES

There are no Crown entities or other statutory bodies under the CDEM Act.

## KEY STAKEHOLDERS

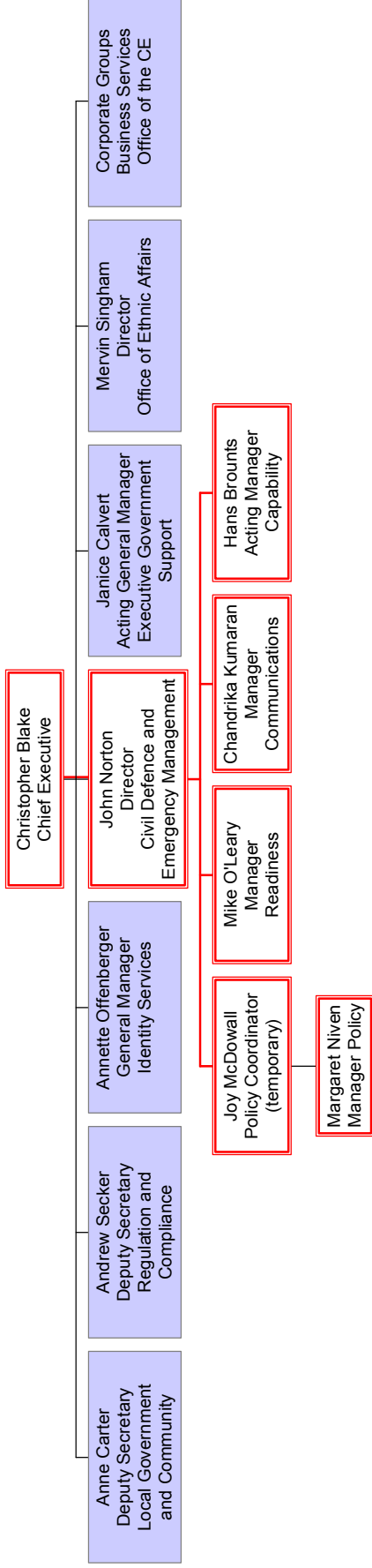
Key stakeholders for the Ministry of Civil Defence and Emergency Management include:

- central government agencies
- local authorities and the regional CDEM groups to which they belong
- lifeline utilities
- individuals, communities and businesses facing the risk of or experiencing hazards or emergency events
- businesses involved in preparation for, and recovery from, hazards and emergency events
- emergency services
- the non-government sector and voluntary organisations, such as the Red Cross.

# Minister of Civil Defence

## Department of Internal Affairs Accountability Arrangements

This chart shows the areas and people of the Department of Internal Affairs (in red) who report to you as Minister of Civil Defence.





# 1. Sector Overview: Civil Defence Emergency Management

A primary responsibility of government is ensuring the security, safety and welfare of New Zealand citizens and communities. Prior to 2002 many people construed this as meaning that government would assume responsibility in the event of major emergencies. Emergency and disaster planning did not occupy a high priority for many decision-makers and plans lacked explicitness. There was a view that disasters were “acts of God” which could not be mitigated. This has been reinforced by the fact that New Zealand has been relatively free of major disasters since the Napier earthquake in 1931.

MCDEM is tasked with changing this paradigm. Significant progress has been made.

New Zealand’s dynamic physical environment and level of technological development means that we are exposed to a wide variety of hazards.

Flooding is the natural hazard that most often leads to a community-wide emergency, the most under-estimated is volcanic eruption and potentially the most dangerous are earthquakes and tsunamis.

One of the more significant hazard scenarios is a major earthquake on either the South Island Alpine or Wellington faults. One regional study on Wellington<sup>1</sup> gives the estimated impact as 657 fatalities for a daytime event, with 137 if at night, and the Earthquake Commission estimates its claims settlements for residential homes alone following a large earthquake would total up to NZ\$6.8 billion.<sup>2</sup>

MCDEM has published the approximate probabilities of some hazards occurring. There is a:

- 10% chance of a major earthquake in Wellington in the next 50 years
- 50% chance of a major earthquake on the Alpine Fault in the next 20 years
- 10% chance of a major volcanic eruption affecting Auckland in the next 50 years.

Other significant natural hazards include snow, wind, landslide and severe storms. Coastal erosion, storm surge and tsunami pose significant risks to many coastal areas of the country.<sup>3</sup> Such risks are expected to increase due to climate change.

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<sup>1</sup> Spence, R.J.S., Pomonis, A., Dowrick, D.J. and Cousins, W.J., *Estimating Human Casualties in Earthquakes: the case of Wellington*, Proceedings, Sixth Society for Earthquake Civil Engineering Dynamics Conference, Oxford, U.K (1998).

<sup>2</sup> Earthquake Commission, *Briefing for the Minister-in-Charge of the Earthquake Commission*. Earthquake Commission (December 1999).

<sup>3</sup> Ministry of Civil Defence & Emergency Management *From ‘Response’ to ‘Resilience’: Emergency Management Reform in New Zealand* Ministry of Civil Defence & Emergency Management, Wellington (1999).

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.<sup>4</sup> New Zealand has been free from major events over the past 20 years but the events of 2004 are a timely reminder of our vulnerability and our need to address that.

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 a poor response to a disaster in New Zealand.

The nature of our lifestyles, settlement patterns and resource-use affect the way hazards could impact on New Zealand. If present patterns of development continue, such as a growing number of people living in coastal and urban areas, more and more of the population 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. For example, the understanding of the likelihood of an Alpine Fault earthquake event has increased dramatically over the past five years, as has the severity of the volcanic and tsunami hazards.

Through the Civil Defence Emergency Management Act 2002 (CDEM Act), central government has established a comprehensive, risk-based approach to the management of all hazards, with a primary goal being to support communities to be resilient and self-reliant. The new Act establishes structures at the local, regional and national level to support the management of hazardous disasters at the local level. Communities, through their local authorities and other agencies, should aim to reduce the likely impact from, prepare for, and be able to respond effectively to, emergency events. Regional and national co-operation and co-ordination is one of the cornerstones of the approach.

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<sup>4</sup> Munich Re Topics, Natural Catastrophes – the current position (2000).

## 2. Strategic and Legislative Framework: Civil Defence Emergency Management

In the CDEM Act, civil defence emergency management means –

- a) *the application of measures, knowledge and practices that:*
  - i. *are necessary or desirable for the safety of the public or property; and*
  - ii. *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.*

The *Purpose* of the CDEM Act encompasses:

- improving and promoting the sustainable management of hazards to contribute to social, economic, cultural and environmental well-being, and to protect property
- encouraging and enabling communities to achieve acceptable levels of risk
- planning and preparing for emergencies and providing for response and recovery when emergencies happen
- regional co-ordination of CDEM activities
- national leadership of CDEM planning and activities and integration of this with regional activities
- co-coordinating the CDEM activities of the wide range of government and non-government agencies and organisations involved in preventing and managing emergencies.

The CDEM Act establishes a precautionary approach to managing risks and establishes a hierarchy for CDEM planning, which consists of:

- a national CDEM strategy approved by Parliament
- a national CDEM plan
- CDEM plans prepared by CDEM Groups (a CDEM Group consists of the regional council and all territorial authorities within a region)
- Director's Guidelines.

The new approach embedded in the CDEM Act can be broken down into four areas of activity, known as the '4 Rs':

### **Reduction**

Identifying and analysing long-term risks to human life and property from natural or man-made hazards; taking steps to eliminate these risks where practicable, and where not, reducing the likelihood and the magnitude of their impact.

**Readiness**

Developing operational systems and capabilities before an emergency happens. These include self-help and response programmes for the general public and establishing structures, arrangements and relationships between the key agencies with disaster management roles.

**Response**

Taking actions immediately before, during or directly after an emergency, to save lives and property, as well as helping communities to recover.

**Recovery**

The activities required to regenerate communities following a disaster.

## Key Roles

### CENTRAL GOVERNMENT

Central government has a number of roles in CDEM, including:

- business contingency and emergency planning to ensure the continuity of key services during an emergency
- provision of emergency services
- provision of wider operational response and recovery services. These can include additional services that are not part of an agency's normal functions and/or provision of usual services but at much higher quantities
- developing and implementing legislation, policies, programmes and services that influence CDEM
- whole-of-government disaster response and recovery co-ordination through the National Crisis Management Centre (NCMC) during major hazard events
- whole-of-government policy advice, for example, on recovery assistance following a hazard event.

MCDEM is not the only 'lead' central government agency for emergencies. The Ministry of Health, the New Zealand Police and the Ministry of Agriculture and Forestry respectively are responsible for leading management of pandemic, terrorism and bio-security emergencies. However, MCDEM would continue to play a support role, especially where the emergency has a direct impact on communities, requires evacuation or community recovery. All government departments must be able to operate to the fullest possible extent during and after an emergency.

## 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. Many local government activities and responsibilities contribute to CDEM outcomes e.g. resource management, regulation of buildings and public health, catchment management and provision of lifeline utility systems (such as roading, water, sewerage and waste management).

Every regional council was required, within six months of the CDEM Act coming into force, to unite with the territorial authorities within its region to establish a CDEM Group. Within two years of formation each CDEM Group was required to prepare a CDEM Group Plan. CDEM Group functions include:

- hazard management
- providing resources
- providing for emergency response and recovery.

Each CDEM Group must appoint a Coordinating Executive Group (CEG) to:

- advise the CDEM Group
- implement the CDEM Group decisions
- oversee the development and implementation of the CDEM Group Plan.

Each CDEM Group must appoint at least one member with the power to declare a local state of emergency for all or part of the Group's area. Mayors can also declare states of emergency in their own district or wards within it.

When a local state of emergency is declared, the Group Controller will oversee and co-ordinate the response. This may include directing local controllers. A declaration can be made if an emergency has occurred or may occur.

## LIFELINE UTILITIES

These are essential services such as electricity, gas, water, transport, telecommunications and public broadcasting. The economic viability of communities and of the nation as a whole depends upon the continued operation of lifeline utilities. The CDEM Act specifies the duties of lifeline utilities. The National Lifelines Co-ordination project is designed to provide sustainable management of utilities in disasters. At the local level, CDEM Groups are also required to foster links with key utilities to ensure that their emergency management planning is integrated.

## NON-GOVERNMENT SECTOR

Voluntary organisations play a significant role in response and recovery.

## INDIVIDUALS, COMMUNITIES AND THE BUSINESS SECTOR

These all have a general responsibility to understand the potential risks from hazards, both collectively and individually. This includes being prepared for self-sufficiency for a number of days when an emergency happens.

### 3. Minister's Role: Civil Defence Emergency Management

In managing the national interest, you have significant roles in general policy co-ordination and statutory management.

#### GENERAL POLICY CO-ORDINATION

Depending on the hazards' scene, you have a significant role in leading the government's policy work in response to hazards (e.g. Thames Coast Flood Risk Mitigation and support for recovery in Matata) and emergency events. This includes briefing Cabinet on the impacts of hazard events and recommending response and recovery assistance.

#### STATUTORY POWERS

The general policy role overlaps with your statutory role, such as for the recent floods in the lower North Island (February 2004) and Bay of Plenty (July 2004 and May 2005), in coordinating a government response and determining the level of assistance for recovery under the National Civil Defence Plan.

Some of the more significant powers and duties you have as Minister of Civil Defence are to:

- ensure that a current National CDEM Strategy is in effect at all times
- ensure that the first National CDEM Plan is made by December 2005 and that a Plan continues to be in effect at all times
- comment formally on CDEM Group Plans before they are approved and adopted by the Group
- declare a state of national emergency or a state of local emergency in particular circumstances, thus giving access to a range of special powers (ss 66-69 of the CDEM Act)
- direct the Director of Civil Defence Emergency Management, CDEM Groups or any other person, to act according to their statutory function
- appoint a recovery coordinator in an area where a CDEM Group is overwhelmed.

## NATIONAL EMERGENCIES

When a national level emergency has occurred or may occur, the Minister of Civil Defence can declare a national emergency for all or part of the country. You would make a national declaration when the emergency is, or is likely to be, of an extent, magnitude or severity that is beyond the resources of the CDEM Groups whose areas are affected.

A national civil defence emergency has never been declared in New Zealand.

## DOMESTIC AND EXTERNAL SECURITY CO-ORDINATION

The Domestic and External Security (DES) Committee of Ministers and related officials' committees have a CDEM role in relation to government oversight and co-ordination of the whole-of-government interest for emergencies of national significance and for post-emergency co-ordination.

DES Ministers include the Prime Minister, Deputy Prime Minister and Ministers with responsibility for police, defence, fire service, foreign affairs, health, social development and civil defence. Ministers with other responsibilities may also join the committee if the issue of concern warrants it. Following the events of 11 September 2001, these arrangements have been adopted as the model for handling all major national crises and circumstances affecting national security.

## OFFICIALS DOMESTIC EXTERNAL SECURITY CO-ORDINATION

ODESC<sup>5</sup> is the officials' committee that provides advice to DES Ministers in the event of an emergency of national significance. Chaired by the Chief Executive of the Department of Prime Minister and Cabinet, ODESC is responsible for:

- overseeing arrangements for crisis management associated with an emergency of national significance in New Zealand
- co-ordination of government departments in addressing whole-of-government interests in emergency response and recovery.

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<sup>5</sup> Pronounced oh-desk

## 4. The Department's Role:

### Civil Defence Emergency Management

MCDEM was formed in July 1999 within the Department of Internal Affairs. The Chief Executive of the Department of Internal Affairs is responsible for the administration of MCDEM and is the employer of the Director who heads MCDEM. The Chief Executive is ultimately accountable for MCDEM under the Public Finance Act 1989 and State Sector Act 1988.

Under the Act the Director's functions and powers encompass:

- promoting CDEM itself and relevant research
- providing advice to you (and others)
- identifying hazards and risks of national significance
- developing the National CDEM Strategy, the National CDEM Plan and Guidelines
- monitoring and evaluating
- during a state of national emergency, directing and controlling resources
- issuing warnings of hazards
- promoting CDEM training.

MCDEM currently covers these roles through five key business units:

#### **Policy – Manager: Margaret Niven**

Provides whole-of-government policy advice and reporting, and ministerial services to the Minister and other sectors of government. The current focus is on facilitating government assistance for communities affected by civil defence emergencies in 2004 and 2005, including a regeneration plan for Matata, which was devastated by floods in May 2005.

#### **Capability – Manager (Acting): Hans Brounts**

Supports the CDEM sector to build capability for managing the risks posed by hazards. It does this through developing and promoting guidelines and best practice, engaging in planning arrangements and developing cluster groups that can interact across the CDEM sector.

#### **Readiness – Manager: Mike O'Leary**

Manages the National CDEM Plan and manages the National Crisis Management Centre. Apart from leading development of the proposed National CDEM Plan, Readiness is focused currently on coordinating preparations across government for an emergency of national significance and supporting response planning for a possible flu pandemic.

**Communications – Manager: Chandrika Kumaran**

Supporting the CDEM sector in raising awareness of risks, their consequences and how they can be managed. The main focus in this area is to implement the national public education programme approved in this year's budget.

**Corporate and Development – Manager: Chris Webb**

Promoting and leading the development of capability, including professional development, for CDEM Groups.

## 5. Key Issues and Themes: Civil Defence Emergency Management

The major focus for MCDEM now is on addressing the following three issues:

- consolidating the fundamental philosophy of the Act for supporting the management of hazards and disasters at the community level
- progressing the implementation of the planning provisions of the CDEM Act
- managing the growth of MCDEM following the Government's approval of new resources for increase capability.

### IMPLEMENTING THE CDEM FRAMEWORK

The CDEM Act establishes a framework for CDEM aimed at building resilient New Zealand communities. The National CDEM Strategy provides for the vision, goals and objectives for CDEM in New Zealand. The Strategy is to be supported by a National CDEM Plan, outlining arrangements for managing emergency events of national significance, and regional CDEM plans, outlining similar arrangements at the regional level.

### NATIONAL CDEM STRATEGY

The National CDEM Strategy was published in March 2004. It includes the Crown's vision that New Zealanders will understand and act routinely to reduce and avoid the adverse effects of hazards because they value the enduring social, economic, cultural and environmental benefits of doing so. This vision has been encapsulated as:

***“Resilient New Zealand – communities understanding and managing their hazards”***

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

The Strategy proposes the following principles to underpin CDEM in New Zealand:

- individual and community responsibility and self-reliance
- a transparent and systematic approach to managing the risks from hazards
- comprehensive and integrated hazard risk management
- addressing the consequences of hazards
- making best use of information, expertise and structures.

The Strategy also sets out goals and objectives for CDEM for the period up to 2006.

MCDEM will deliver a National Strategy Progress Report in 2006.

## NATIONAL CIVIL DEFENCE EMERGENCY MANAGEMENT PLAN

The first proposed National CDEM Plan under the CDEM Act was presented to the House and publicly notified in August 2005.

The Plan sets out how government will manage a national emergency and how it will support CDEM Groups in their management of local events. It addresses situations of significant emergency where communities and agencies are overwhelmed and demand on resources may exceed those available at the local, regional and national levels. It is a statement of the principles, arrangements and commitments that apply to the management of significant emergencies and it records civil defence emergency management arrangements that are in place or are in the course of development. Thirty government organisations, emergency services, CDEM Groups, lifeline utilities and other organisations contributed to the development of the plan.

Public submissions on the Plan close on 14 October 2005. MCDEM is managing the submissions process on behalf of the Minister and will analyse submissions and make recommendations for changes to the Minister. Cabinet approval will be sought for the changes.

The timeline for completion is tight. The Minister is required by the Act to recommend the Plan to the Governor-General in Council on or before 30 November 2005.

After the content of the Plan has been finalised, Cabinet approval will be sought for an accompanying MCDEM publication, *The Guide to the National CDEM Plan*.

The Plan is to be made by Order in Council and is intended to become operative on 1 July 2006.

## CDEM GROUP PLANS

All CDEM Group Plans are now in force and the respective Groups are working on the actions and outcomes set out in their Plans.

## NEW RESOURCES FOR MCDEM

In this year's Budget the Government announced new Vote Emergency Management<sup>6</sup> funding of \$12.9 million over the next five years for capability building and \$6.1 million over four years for increasing public awareness and preparedness. This recognised that MCDEM has not had the capacity to provide for events of greater magnitude than the February 2004 floods. The two components of capability development and public awareness reflect the fact that the CDEM environment encompasses those providing support and those in the community managing their own impacts.

The new resources for capability building will allow MCDEM to increase its permanent staff from 26 to 46 over the next two years. MCDEM expects to apply these new resources to:

- increasing policy capacity
- improving capability to manage a national level event
- supporting local government during local and regional emergency events
- promoting CDEM best practice
- supporting professional development across the CDEM sector.

The national public education programme will include:

- mass media campaigns and supporting resources targeted at individuals and communities
- development of teaching resources for primary schools
- ongoing evaluation to gauge programme effectiveness and understand barriers to action.

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<sup>6</sup> The vote for the Civil Defence portfolio is Vote Emergency Management

## 6. Key Stakeholders: Civil Defence Emergency Management

Key stakeholders for MCDEM include:

- central government agencies
- local authorities and the regional CDEM groups to which they belong
- lifeline utilities
- individuals, communities and businesses facing the risk of or experiencing hazards or emergency events
- businesses involved in preparation for, and recovery from, hazards and emergency events
- emergency services
- the non-government sector and voluntary organisations, such as the Red Cross.