



**DEPARTMENT OF THE
PRIME MINISTER AND CABINET**
TE TARI O TE PIRIMIA ME TE KOMITI MATUA

Briefing to Incoming Minister of Civil Defence



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|-------------------------|---------------|
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Welcome and introduction

On behalf of the Ministry of Civil Defence & Emergency Management (MCDEM) and wider Department of the Prime Minister and Cabinet (DPMC) welcome to your role as the Minister of Civil Defence.

You join the portfolio at a significant time with key decisions to be implemented — decisions designed to ensure we can build a more resilient New Zealand; reduce risk; and be better able to prepare for, respond to and recover from emergencies from the range of hazards we face.

It is a time where there is now widespread agreement about the need to prepare for and adapt to climate change — recognising that the risks from many natural hazards will be exacerbated by climate change. We also see other hazards and even new hazards exacerbated by the increasing rate and complexity of technological change.

It is against this backdrop that the Government decided on a range of initiatives to deliver extensive changes to New Zealand's emergency management system — collectively known as the Emergency Management System Reform. Key parts of the programme will take shape in the coming 6–12 months, including the establishment of a new National Emergency Management Agency to replace MCDEM.

You also join the portfolio at the start of New Zealand's new ten-year National Disaster Resilience Strategy. This replaces a more than a decade old strategy and reflects the lessons we've learned about creating a resilient nation from both domestic and international experiences. You will have the opportunity to shape how the goals and objectives of the Strategy will be given practical effect.

We look forward to working with you on your priorities, continuing to build New Zealand's resilience, and enabling an effective and coordinated response and recovery from future disasters.



Recommendation

The Ministry of Civil Defence & Emergency Management recommends that you:

Note the contents of this briefing.

NOTED

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

Sarah Stuart-Black

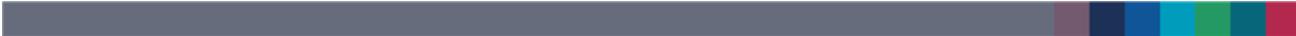
Executive Director, MCDEM

Hon Peeni Henare

Minister of Civil Defence

Date: 28 / 06 / 2019

Date: / / 2019



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1. Overview

This briefing:

- sets out your roles and responsibilities as the Minister of Civil Defence;
- explains how the Ministry of Civil Defence & Emergency Management (MCDEM) within the Department of Prime Minister and Cabinet can support you; and
- describes the priorities likely to require your attention.

Attached to this briefing is a copy of the new National Disaster Resilience Strategy and the Government's decisions that led to the Emergency Management System Reforms. Attached also is a copy of the Cabinet paper about establishing a National Emergency Management Agency.

2. Your role as the Minister of Civil Defence

During an emergency

In significant emergencies you will have a critical role to play. In many cases you will be the lead Minister working with local mayors and regional council chairs, and be the Government's most public face of the event.

As Minister of Civil Defence, you can declare a state of national or local emergency — under the *Civil Defence Emergency Management Act 2002* (CDEM Act). This is when the resources required to manage the response are beyond the resources of Civil Defence Emergency Management Groups (CDEM Groups) and local authorities in affected areas or otherwise requires a significant and co-ordinated response under this Act.

As Minister of Civil Defence, you do not have an operational role as part of the response to or recovery from an emergency. This is managed by Controllers and Recovery Managers of the relevant CDEM Groups (made up of local authorities within each region or each unitary authority) and/or MCDEM.

You lead engagement with Cabinet on policy decisions on the response to and recovery from an emergency. This includes briefing Cabinet (or the relevant Cabinet Committee) on the consequences of the emergency and recommending financial assistance and additional support, which may be across a range of Ministerial portfolios for response and recovery activities.

While there are well established policies for assistance, these often need to be tailored to reflect the needs of local circumstances — with decisions about additional support often having to be taken quickly with heightened community expectations.

You will also be the Government's main spokesperson in a significant emergency — promoting key information and advice to the public about what to do and what not to do in an emergency, and assuring the public that everything possible is being done by authorities. The Director Civil Defence Emergency Management (the Director) will engage with the media on operational issues and public education.

You may also give notice of a transition period, which gives authorities access to powers under the CDEM Act to help recover from the emergency. You may also direct the Director, CDEM Groups or any other person to act according to their statutory function where necessary during a state of emergency or where there is an imminent threat of an emergency, or during a transition period.

We will provide you with advice on the exercise of your powers should the need arise.

The Director will inform you, the Prime Minister and the Civil Defence Private Secretary of the emergency or warning as soon as possible after they are notified.

The Director will keep you regularly informed through written and oral briefings on the response and recovery being undertaken, and support your office for media statements, visits and speeches as required.

Outside of an emergency

Outside of an emergency you have the following statutory functions.

- You may comment on CDEM Group Plans prepared by CDEM Groups before they are approved and adopted by the Groups. We review the Groups' Plans and provide you with advice.
- You must ensure there is a current *National Civil Defence Emergency Management Strategy* and *National Civil Defence Emergency Management Plan* in effect at all times (further information on the newly released National Disaster Resilience Strategy is provided below).

Public education and awareness

You have an important role in keeping preparedness and public safety messages 'top of mind' to combat complacency in preparedness that tends to happen between emergencies. We have regular planned public education activities each year and will keep you informed of any opportunities for you to play an active role in these activities.

Ministry of Civil Defence & Emergency Management

MCDEM supports your leadership of the Civil Defence portfolio and to undertake your role and statutory functions in an emergency. We administer the CDEM Act. We are a business unit of the Department of the Prime Minister and Cabinet (DPMC). MCDEM is supported with human resources, IT and finance services by the Central Agencies Shared Services and legal, strategic communication, policy and ministerial services by DPMC.

MCDEM is led by Sarah (Norm) Stuart-Black, who has two roles. The first, as Director Civil Defence Emergency Management — a statutory position under the CDEM Act. The second, as Executive Director of the Ministry of Civil Defence & Emergency Management — a branch within the Department of Prime Minister and Cabinet.

We comprise just over 50 staff. Your key contacts at MCDEM are shown in **Appendix A**.

Our work is supplemented by a small policy team from DPMC's National Security Policy Directorate. It provides advice to the Director on policy issues and supports the Director to provide advice to you.

Through Budget 2019, the Government has agreed to establish a new National Emergency Management Agency (NEMA) to replace MCDEM. The work to establish the NEMA is being led by DPMC.

Currently, the departmental budget for MCDEM for 2019–2020 is \$21.535 million. Details of the appropriation for the portfolio are set out in **Appendix B**.

3. New Zealand's emergency management system

Emergency management is a key function of the National Security System. New Zealand is exposed to a range of hazards and threats that have the potential to negatively affect our people, communities, economy and environment. For this reason, our approach to emergency management recognises the need to plan for and respond to individual hazards as well as to manage the generic consequences that arise from emergencies.

Our system relies on the concept of lead agencies for specific hazards as well as civil defence emergency management agencies that apply their arrangements from an all-hazards, all-risks perspective. Success depends on there being an effective partnership between the lead agencies and the civil defence emergency management agencies nationally, regionally and locally.

New Zealand's emergency management system comprises central government, local government and private sector companies (especially lifeline utilities). It relies on the public and communities being prepared for and knowing what to do in an emergency.

The framework of New Zealand's civil defence emergency management system is established under the *Civil Defence Emergency Management Act 2002*. The Act provides, among other things, that there must be:

- A National Civil Defence Emergency Management Strategy
- A National Civil Defence Emergency Management Plan
- Local Civil Defence Emergency Management Plans (one for each of the 16 Civil Defence Emergency Management Groups).

The Act sets out the powers and obligations of the Minister of Civil Defence, the Director of Civil Defence Emergency Management, National and Group Controllers, National and Group Recovery Managers, government departments, local authorities, CDEM Groups, and lifeline utilities. It also sets out the requirements and associated powers for declaring states of national and local emergency and transition notices.

Supporting this statutory framework are a range of established relationships and arrangements, many of which are incorporated into the national and local civil defence emergency management plans.

An emergency can arise from a wide range of hazards (natural or otherwise) that endanger the safety of the public or property in New Zealand, and which cannot be dealt with by emergency services on their own or otherwise require a significant or coordinated response.¹

As discussed later in this briefing, as part of the Emergency Management System Reform, a range of changes are intended to be made to strengthen the emergency management system and clarify powers and responsibilities.

¹ Under the CDEM Act 'emergency' encompasses 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.



The impacts of most emergencies are localised to regions or districts. CDEM Groups — which are made up of local authorities within each region or each unitary authority working with emergency services, government agencies, lifeline utilities and others — are responsible for delivering regional/local scale civil defence emergency management. CDEM Groups undertake planning and activities across the 4Rs of emergency management — risk reduction, readiness, response and recovery, supported by MCDEM.

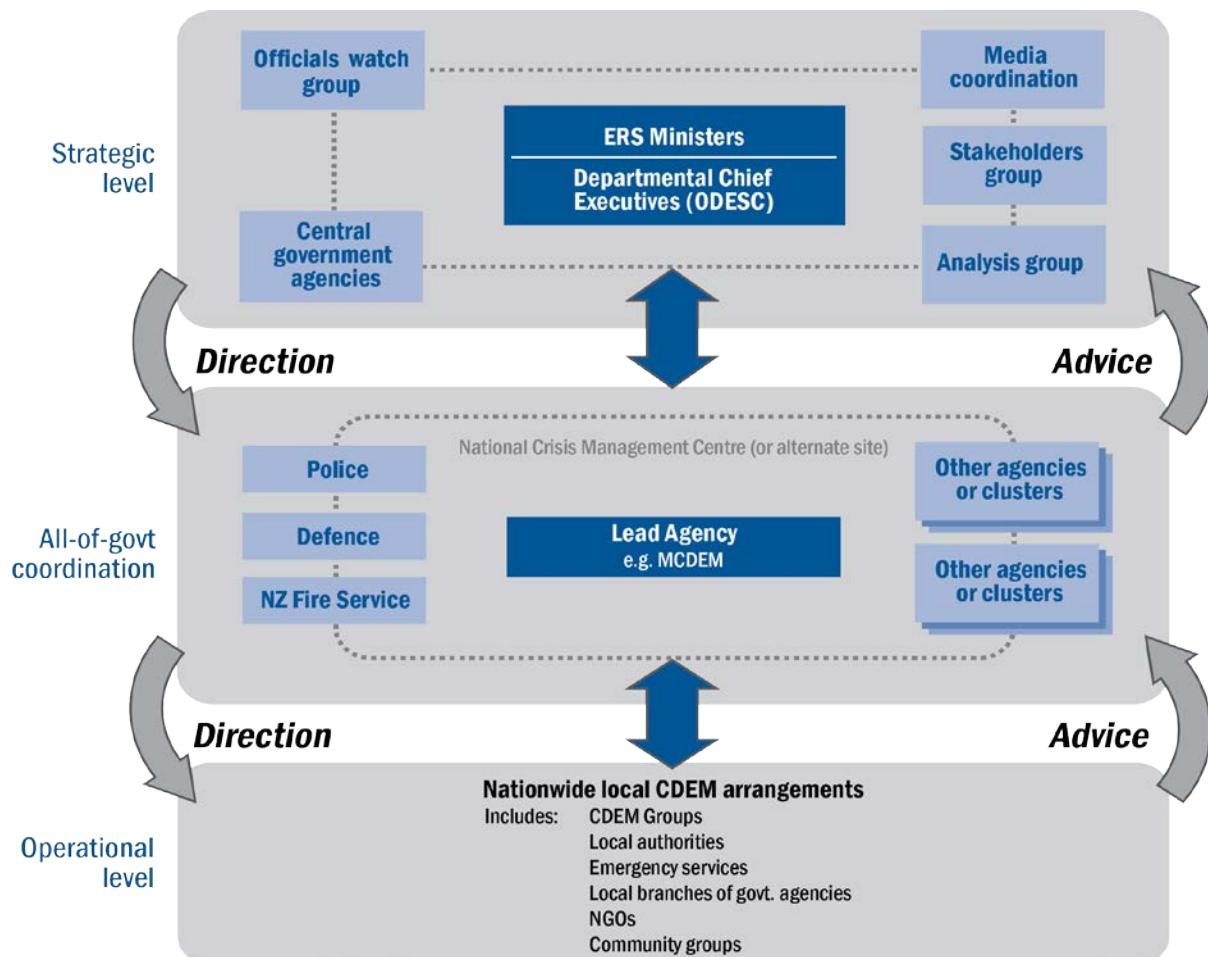
As emergency events occur, local authorities may seek Ministerial support, e.g. for Disaster Relief Funds. MCDEM has well-established policies to provide advice to you as Minister on the level of and criteria for support in these events, which were recently applied for the Nelson Tasman fires (February 2019) and the severe weather in Westland (March 2019).

Some emergencies raise wider policy issues, e.g. around land remediation for damage caused when creating fire breaks, or the longer-term mitigation around risk-prone areas, where several Ministers have interests and departments can work together to provide joined-up advice.

You are not responsible for addressing these issues; however, you can play a key role in influencing progress on these.

Under New Zealand's National Security System, of which the emergency management system is a part, MCDEM is responsible for coordinating central government support for locally led responses and national level emergencies (including states of national emergency). DPMC leads the overall National Security System (NSS) and is supported by the Officials' Committee for Domestic and External Security Coordination (ODESC), which is chaired by Brook Barrington, Chief Executive of DPMC. The chair of ODESC briefs the Prime Minister during an event. This is set out in Figure 1 over page.

Figure 1: National crisis management model in an emergency for which MCDEM is the national lead agency.



Source: *Guide to the National CDEM Plan 2015*, section 3.2

MCDEM leads the response and recovery functions for national level emergencies and supports the management of local and regional emergencies, and when it is not the lead agency, MCDEM's role is to support the other lead agencies².

The Act has three statutory positions, which are supported by MCDEM — the Director, a National Controller and a National Recovery Manager — who have (or may be delegated) powers to control and direct activities in a state of national emergency or during a transition period (period after a state of emergency when certain emergency powers are still required by the Recovery Manager).

² Ministry of Health for infectious human diseases and radiation incidents; Ministry for Primary Industries for drought, animal and plant pests and diseases, and food safety; Fire and Emergency New Zealand for fire and hazardous substance related incidents, New Zealand Police for terrorism and major transport accidents; and Maritime New Zealand for a marine oil spill.



4. Focus of the Emergency Management Work Programme

As Minister of Civil Defence you have the opportunity to shape how New Zealand across the 4Rs (risk reduction, readiness, response and recovery) continues to strengthen and build our arrangements for future emergencies, and how your priorities influence the emergency management system.

MCDEM's two current overarching goals in 2019/20 are to implement the Emergency Management System Reform, particularly the transition to the new National Emergency Management Agency, and embed the National Disaster Resilience Strategy through a focus on effective implementation. These include the priorities of:

- Priority 1 Managing risks
- Priority 2 Effective response to and recovery from emergencies, including implementing Government's decisions about improving the system for responding to natural disasters and other emergencies ('Ministerial Review decisions')
- Priority 3 Enabling, empowering, and supporting community resilience.

The Emergency Management System Reforms and National Disaster Resilience Strategy are covered in more detail in section 5.

Links to the Civil Defence portfolio from other portfolios are discussed in **section 6**.

An overview of key parts of our 'business as usual' programme are set out in **section 7**.

5. Immediate Ministerial priorities

This section outlines the key priorities we will engage with you on over the coming months.

Implementing the new National Disaster Resilience Strategy

The new National Civil Defence Emergency Strategy (published under the title 'National Disaster Resilience Strategy') came into force on 10 April 2019. This followed extensive public consultation and agreement of the final version by Cabinet. The new Strategy replaces the previous Strategy published in 2007.

The Strategy sets out the Crown's goals for civil defence emergency management and the objectives to achieve those goals. **Appendix C** sets out an overview of the new Strategy.

The *Civil Defence Emergency Management Act 2002* requires a strategy to be in place at all times and that National and CDEM Group plans must not be inconsistent with it.

The Strategy was given its title to emphasise the increasing importance of resilience. It draws on lessons from domestic emergencies, in particular large-scale emergencies such as the Canterbury and Kaikōura earthquakes, and international emergencies such as major tsunami.

The Strategy builds on the Government's Emergency Management System Reforms.

It recognises that many of the risks we face in the coming 10 years will likely be exacerbated by climate change. Mitigating the effects of climate change will be a key part of establishing a more disaster resilient future. The Strategy also recognises that we face a more complex risk environment due to social and technological changes.

Other international frameworks that New Zealand has committed to such as the Sendai Framework for Disaster Risk Reduction, the United Nations Sustainable Development Goals and the Paris Agreement on Climate Change also influenced the Strategy.

The Strategy has links to resilience initiatives led by other agencies, including:

- Civil Defence Emergency Management Group Plans;
- Climate change initiatives including the development of the National Climate Change Adaptation Plan;
- Regional Policy Statements, Regional Plans and District Plans made under the Resource Management Act 1991;
- The transport systems strategic resolve and security work programme; and
- The Urban Growth Agenda.

In the coming months, the Ministry will develop a roadmap of actions setting out how the Strategy will be implemented and evaluated. The roadmap will have a 3–5 year focus and will be regularly updated to reflect progress and changing circumstances.

Implementing the Emergency Management System Reform

In April 2017, a Ministerial Review, including a Technical Advisory Group (TAG), was established to report on better responses to natural disasters and other emergencies in New Zealand. The TAG report was made publicly available on 18 January 2018. On 30 August 2018, the Government responded to the TAG's report by setting out a broad, multi-year work programme that will deliver Emergency Management System Reform to New Zealand's emergency management system. The Reforms have five goals.

- Putting the safety and wellbeing of people at the heart of the emergency response system.
- Strengthening the national leadership of the emergency management system.
- Making it clear who is responsible for what, nationally and regionally.
- Building the capability and capacity of the emergency management workforce.
- Improving the information and intelligence system that supports decision making in emergencies.

DPMC and the Ministry are currently implementing the Government's decisions, and recognise that a significant step change is required to progress, implement and embed system-wide changes. There is strong support by agencies at all levels in the emergency management system to work collaboratively to build greater resilience for our communities.

A broad programme of work is underway across DPMC to implement the Government's decisions, with projects being led by MCDEM; the National Security Policy Directorate; the National Security Workforce Directorate; and the Strategy, Governance and

Engagement Group. DPMC has established the Emergency Management System Reform programme to provide governance and oversight across this work. Regular updates on the progress of this work will be provided to you.

The following are some of the key EMSR programmes/projects.

- Establishment of a National Emergency Management Agency (NEMA) and transition from MCDEM to the NEMA.
- Policy work to amend the CDEM Act.
- Review and update of Coordinated Incident Management System (CIMS).
- Establishment of the New Zealand Emergency Management Assistance Team (NZ-EMAT).
- Business case development for a common operating picture.
- Development of a welfare registration and needs assessment tool.
- Emergency management workforce capability development programme, including work to enable consistent CIMS practice.
- Professionalisation of Controllers and Recovery Managers as key roles in the emergency management workforce.
- Speeding up of tsunami warnings.

We can provide more detailed briefings on elements of the reforms if required.

Transition to a National Emergency Management Agency

The TAG report identified a need to strengthen national leadership of the emergency management system. It noted the nature of the shift required is significant, and recommended a structural change is needed to achieve this. Through Budget 2019, the Government agreed with the TAG's recommendation to establish NEMA as a departmental agency hosted by DPMC to replace MCDEM.

Establishing NEMA as a departmental agency will provide greater role clarity than the current model. It will lift the profile and influence of the emergency management function within government so that it is able to effectively influence across central and local government at the chief executive level. The departmental agency form will also provide the required mana or status of leadership and the greater autonomy required to deliver on its set of functions.

In May 2019, Cabinet considered a paper that set out the roles and functions of the NEMA. Planning is underway for the proactive release of this Cabinet paper and associated policy documents, with timelines aligned to Treasury's proactive release of Budget 2019 decision documents (anticipated for mid-July 2019).

We aim to have the NEMA established as a legal entity by late 2019. Planning is now underway between DPMC and the State Services Commission regarding the machinery of government components required for the establishment of the NEMA. Confirmation of the approach and timelines to the broader NEMA establishment and transition work will flow on from that. The Chief Executive of DPMC is bringing resource into the Department to lead the next phase of this work.

Cabinet noted that the \$3.0 million per annum provided in Budget 2019 will enable the agency to be established and for some priority functions to be strengthened. It will establish an agency that we can grow further in future years as funding allows.

9(2)(f)(iv)

9(2)(f)(iv)

Significant decisions required in coming months

Below is a summary of significant decisions required, project milestones and media announcements over the next three months.

- The report back to Cabinet with the machinery of government particulars to establish the National Emergency Management Agency as a legal entity.
- A letter from you to be included in published hardcopies of the National Disaster Resilience Strategy (English and Te Reo) to be provided to each mayor, regional council chair and to each of the iwi leaders across New Zealand.
- Taking a paper to Cabinet with the proposed content of the CDEM Act amendments.
- Announcement of the New Zealand Emergency Management Assistant Team 'Go-live' at the end of August.
- 9(2)(f)(iv)
- National annual ShakeOut Exercise.
- National Emergency Mobile Alert exercise.



6. Emergency Management interests in other portfolio work

Work in other portfolios variously impact on this portfolio. Key initiatives in other portfolios we are currently participating in are:

- Community resilience and climate change adaptation — (led by Ministry for the Environment and Department of Internal Affairs)

MCDEM is contributing to a 'community resilience' project, a joint programme of work aimed at ensuring New Zealand effectively adapts and responds to growing risk from natural hazard events and climate change. There are five broad areas of work, including:

- improving information availability,
- enhancing risk assessment,
- ensuring our regulatory system is fit for purpose,
- sharing information on insurance markets, and
- considering options to fund and finance adaptation.

MCDEM is leading the risk assessment workstream, which focuses on exploring how to develop and provide risk reduction and risk assessment expertise.

- Implementing recent changes to the Building Act 2004 (led by the Ministry of Building Innovation and Employment). The changes to the Act provide new powers to manage buildings following an emergency event, and for MBIE to investigate significant building failures. The changes address problems identified by the Canterbury Earthquakes Royal Commission Inquiry into Building Failures. We are participating in this work to ensure the smooth implementation of the changes.
- Three waters review (led by the Department of Internal Affairs). This review is considering how to ensure drinking water, wastewater and stormwater services are fit for purpose for both people and the environment. Our main interest is to ensure that resilience principles are embedded in any new regulatory frameworks and any organisational design options.

7. Existing work for MCDEM

Below is an outline of MCDEM's other key work based on a business-as-usual approach to our work programme, assuming no immediate changes to current priorities or structures. This does not cover every aspect of our work, such as our corporate responsibilities.

Hazard risk management

MCDEM works with research and science organisations and other risk management agencies to understand our hazards and risks and ensure risk reduction and risk management practices are in place. This includes carrying out risk assessments, and

staying abreast of emerging trends in approaches to hazard risk management, hazard risk reduction and research specific to hazard portfolios.

MCDEM provides hazard specific subject matter expertise for policy development and advice on a variety of risk topics. During hazard events or times when hazard specific information is released by the media, MCDEM works with relevant research and science organisations and risk management agencies to provide further information and embed science advice.

Public education and communications

Public education is a key part of MCDEM's work.

Through its national public education programme, MCDEM works with CDEM Groups and other partners to educate and motivate New Zealanders to be better prepared for emergencies. The programme takes a staged, targeted, evidence-based approach, with resources developed and adapted to suit different channels, with a particular focus on reaching our most vulnerable audiences. Campaigns to date have targeted low income families and under 30s. Ethnic communities have been identified as an at risk group, and work is underway on a communications strategy for culturally and linguistically diverse (CALD) audiences.

Following the November 2016 earthquake and tsunami, MCDEM rolled out a nationwide tsunami and earthquake safety campaign emphasising the 'Long or Strong, Get Gone' and 'Drop, Cover, Hold' messages. MCDEM's annual Colmar Brunton survey results for 2018 have shown that the campaign has been highly effective. We are, however, limited to short campaign bursts due to budget constraints.

The New Zealand ShakeOut earthquake drill and tsunami hīkoi, undertaken in partnership with the Ministry of Education and EQC, is our annual nationwide exercise to get the public to practice the right actions to take in an earthquake or tsunami. More than 870,000 participants took part in the exercise in 2018. This year the drill and hīkoi are being held on 17 October.

The Ministry's Emergency Mobile Alert advertising and awareness campaign will be promoted in November ahead of a nationwide test alert (date to be confirmed).

The Get Ready website project will replace four separate public education websites with one new website, which will make it easier for the public to access emergency preparedness information. The new website will be easier to use, be mobile-optimised, meet the Government Accessibility Web Standard and cost less than the sites it replaces.

This new website is set to launch in mid-July, and a promotional campaign is being developed. A second phase of the project will see a number of enhancements, such as incorporating multilingual content.

We are currently implementing the national Public Information Management (PIM) programme. The programme identifies risks and resource gaps across regional/local PIM functions to improve how the public are informed in local emergencies. Over the next year, a key focus of the programme will be facilitating closer interaction between media and CDEM Groups.

Our annual Colmar Brunton survey shows that media, particularly radio, remain the public's primary emergency information channel.

We have a memorandum of understanding (MOU) in place with media broadcasters (public and commercial), which enables us to cut into programming to broadcast scripted messages. This is primarily for the purpose of issuing tsunami warnings. This MOU was strengthened in 2017, and MCDEM has used the MOU as a springboard for developing closer relations and identifying improvements in how we work together.

Last year MCDEM also signed a MOU with Deaf Aotearoa to improve the accessibility of emergency information for deaf communities. This has led to a number of well-received initiatives, such as promoting to CDEM Groups the importance of using New Zealand sign language interpreters in emergencies.

National Planning

Planning for emergency response and recovery is another key area of MCDEM's work programme. This includes the maintenance and review of the National Civil Defence Emergency Management Plan. The last National CDEM Plan came into force in 2015 and a review is planned to commence in late 2019.

The review will take account of lessons following significant emergencies, changes in roles and responsibilities and the Ministerial review findings. CDEM Group Plans also require regular maintenance and review under the CDEM Act, and MCDEM works with CDEM Groups to ensure their plans are fit for purpose.

MCDEM is also involved in the development of a number of hazard specific plans, for example, the Hikurangi Earthquake and Tsunami Response Plan, led by the Hawke's Bay CDEM Group, the Alpine Fault planning led by the Southland CDEM Group, and the New Zealand Influenza Pandemic Action Plan, led by the Ministry of Health. A broad number of plans are either under development or require review and will be supported by MCDEM to ensure alignment across agencies.

In December 2018, MCDEM updated the Wellington Earthquake National Initial Response Plan (WENIRP). The WENIRP directs and coordinates the immediate national response to a major Wellington earthquake, to ensure the most effective and efficient use of scarce resources until a formal response structure and specific national action plan has been established. The roles and responsibilities contained in the WENIRP build on the National CDEM Plan, and focus on how the National CDEM Plan arrangements would be operationalised in a Wellington earthquake rather than duplicating arrangements and planning.

Welfare services

MCDEM and CDEM Groups are responsible for the coordination of welfare services during and following emergencies across a broad range of stakeholders nationally and regionally. This coordination is carried out by Welfare Managers in each CDEM group and involves a programme of work to ensure arrangements for the delivery of welfare services are well understood and effectively carried out by agencies.

Infrastructure resilience

Lifeline utilities have requirements under the CDEM Act to be resilient and to continue to operate during and following emergencies. MCDEM and CDEM Groups work with lifeline utilities both nationally and regionally to understand the hazards and risks that could affect lifeline utilities and to build resilience. This programme of work involves a broad range of stakeholders including other government agencies and regulators.

Monitoring and warning of hazards

A key focus of MCDEM is to enhance our ability to monitor and warn about hazards. A current weakness in this regard is the lack of an awake, dedicated 24/7 monitoring and alerting warning capability (similar to the recently established capacity at GNS Science). We will establish this capability for MCDEM in 2019/20.

National Crisis Management Centre

The National Crisis Management Centre in the sub-basement of the Beehive is a facility for gathering and collating information, coordinating national level support during emergencies and directing the response in states of national emergency. MCDEM, on behalf of the ODESC, is responsible for the general management and maintenance of the National Crisis Management Centre.

The TAG review found the current facility is no longer fit for purpose and should be replaced with a modern, fit-for-purpose facility. An indicative business case for such a facility was subsequently completed by MCDEM in November 2018. The annual maintenance and minor capital work programme aims to keep the facility operational.

Work continues on establishing an alternative National Crisis Management Centre in Auckland, which will be used in the event of a significant emergency affecting the Wellington area that makes the current facility unavailable due to damage or access issues, and if Government relocates out of Wellington.

Building a professional Emergency Management workforce

A key priority of the Emergency Management System Reforms is to build the capability and capacity of the emergency management system more broadly.

DPMC's National Security Workforce directorate with MCDEM is leading the development of a system-wide approach to this work. Emergency Management workforce development is a key part of NEMA's role and will be accommodated in its detailed design.

MCDEM is delivering to this priority by leading the Response and Recovery Leadership Programme, the revision of Co-ordinated Incident Management System (CIMS) 3rd edition and the establishment of the Emergency Management Assistance Teams (EMAT).

MCDEM also leads capability development across the CDEM sector through development of a training framework targeted at the CDEM sector, management of the emergency management training fund, maintenance of a learning management system, and facilitating strategic thinking with regards to capability development. Alongside the above

external focus, we also develop and maintain our own staff response and recovery capability.

Significant work is required to scope fully the capabilities and capacities required to professionalise the emergency management workforce.

Building capability and capacity for Recovery

Amendments to the CDEM Act in 2016 strengthened Recovery provisions. This included the establishment of statutory positions for Recovery Managers with powers and functions during transition periods and the requirement to carry out strategic planning for recovery. Following these amendments, MCDEM has focused on growing capability across CDEM Groups to strategically plan for, and manage, recovery through:

- the development of Director's Guidelines to provide direction to CDEM Groups on how to strategically plan for and manage recovery,
- the development of Director's Guidelines to provide direction to CDEM Groups on preparing for and managing recovery,
- working with CDEM Groups to strengthen recovery preparedness provisions in their group plans,
- appointing Group Recovery Managers under the CDEM Act, and
- establishing regional and national Recovery forums to identify and clarify recovery arrangements and roles and responsibilities.

The Director recently commissioned David Smol to review how the newly legislated recovery provisions of the CDEM Act supported the recoveries after the November 2016 earthquakes and tsunami and the April 2017 Whakatāne District flooding, and how the provisions were applied in practice. The Review of Recoveries Report has been finalised and recently issued publicly.

Mr Smol's recommendations align with and support work we already have underway or planned, including the Emergency Management System Reform. We are working through the recommendations to determine how to best implement them and will provide you with further information.

International engagement

MCDEM has an international engagement programme of work in partnership with the Ministry of Foreign Affairs with the aim of:

- ensuring New Zealand's response and recovery capability is supported by access to international assistance following a large emergency in New Zealand as well as meet its obligations as a 'good citizen' through engagement and response operations offshore
- increasing New Zealand's domestic resilience and emergency management capability through increased emergency management knowledge
- supporting disaster risk management and rapid response capability in the Pacific, and
- meeting New Zealand's obligations under international agreements and conventions including APEC and the UN.

Appendix A: Our people

MINISTRY OF CIVIL DEFENCE & EMERGENCY MANAGEMENT Leadership Team



Director
Sarah (Norm) Stuart-Black



**Manager Capability
& Operations**
David Coetzee



Manager Development
Shane Bayley



**Manager Analysis
& Planning**
Jenna Rogers



Manager Communications
Anthony Frith



**Principal Advisor
to Director**
Mark Frampton

Appendix B: How the Civil Defence portfolio is funded

Financial Overview

MCDEM is a unit within DPMC and is funded through Vote Prime Minister and Cabinet.

The Ministry's operating budget is outlined in the 2019/20 Estimate of Appropriations for the Department of the Prime Minister and Cabinet. The operating budget for MCDEM for 2019/20 is \$17.805 million and includes depreciation and allocation of overheads.

The MCDEM operating budget for 2019/20 contributes to the following categories within the Emergency Management Multi-Category Appropriation (in addition to the MCDEM operating budget, this multi-category appropriation also includes \$3 million for the National Emergency Management Agency):

| | |
|---|------------------|
| • Community Awareness and Readiness – development and delivery of long-term national programmes to raise individual and community awareness and preparedness. | \$1.938M |
| • Emergency Sector and Support and Development – developing and implementing operational policies and projects, advice, assistance and information to the civil defence emergency management sector. | \$5.644M |
| • Management of Emergencies – management of national emergency readiness, response and recovery, including support to local civil defence emergency management organisations, maintaining the National Crisis Management Centre in a state of readiness, national training and exercises, coordination and management of central government's response and recovery activities and administration of related expenses. | \$12.810M |
| • Policy Advice - Emergency Management – provision of advice (including second opinion advice and contributions to policy advice led by other agencies) to support decision-making by Ministers on government policy matters relating to civil defence emergency matters. | \$1.143M |
| Total Emergency Management Multi-Category Appropriation | \$21.535M |

Non-departmental appropriations to support emergency events

As part of supporting the recovery from the November 2016 Kaikōura earthquake, the following non-departmental appropriations were established:

| | 2018/19 (\$000) | 2019/20 (\$000) | 2020/21 (\$000) | 2021/22 (\$000) | 2022/23 (\$000) | |
|---|--------------------|--------------------|--------------------|--------------------|--------------------|---|
| Rehabilitation of Kaikōura Harbour This appropriation is limited to a contribution to the Kaikōura District Council acting on behalf of Environment Canterbury for work necessary to restore the functionality of Kaikōura Harbour. | 300 | 0 | 0 | 0 | | Payment of this amount has been made in 2018/19. |
| Restoration of Kaikōura District Three Waters Network This appropriation is limited to a contribution to Kaikōura District Council to support additional resilience, capacity, improved materials, or other alternatives to the original infrastructure as part of restoration of essential infrastructure systems. | 2,400 | 0 | 0 | 0 | | We estimate that 2018/19 underspend of up to \$2.4 million will be carried forward to 2019/20 in the October Baseline Update. |

In addition, the following appropriations also support emergency preparedness and response costs:

| | 2018/19 (\$000) | 2019/20 (\$000) | 2020/21 (\$000) | 2021/22 (\$000) | 2022/23 (\$000) | |
|--|--------------------|--------------------|--------------------|--------------------|--------------------|--|
| Emergency Management Preparedness Grants This appropriation is limited to projects endorsed by CDEM Groups and managed or supported by the Ministry of Civil Defence & Emergency Management. | 1,048 | 889 | 889 | 889 | 889 | This appropriation supports emergency preparedness and improved community resilience through funding of relevant projects (known as the Resilience Fund). We estimate that 2018/19 underspend of up to \$0.6 million will be carried forward to 2019/20 in the October Baseline Update. |
| Contributions to Local Authorities Following an Emergency Event This appropriation is limited to contributions to local authorities (other than contributions authorised by section 115A of the Civil Defence Emergency Act 2002) following an emergency event, as prescribed in the current Guide to the National Civil Defence Emergency Management Plan | 1,900 | 1,300 | 500 | 500 | 500 | This appropriation effectively provides for non-reimbursement related financial support i.e. to disaster relief funds and "special policy" funding. We estimate that 2018/19 underspend of up to \$1.4 million will be carried forward to 2019/20 in the October Baseline Update. |
| Local Authority Emergency Expenses PLA This appropriation is limited to reimbursing a local authority for, or meeting, expenses | 5,000 | 5,000 | 5,000 | 5,000 | 5,000 | This appropriation was established with Permanent Legislative Authority |

| | 2018/19 (\$000) | 2019/20 (\$000) | 2020/21 (\$000) | 2021/22 (\$000) | 2022/23 (\$000) | |
|---|--------------------|--------------------|--------------------|--------------------|--------------------|---|
| incurred by a local authority in connection with an emergency as authorised by section 115A of the Civil Defence Emergency Management Act 2002. | | | | | | (PLA). As such the figures shown here are forecasts of expenditure, not appropriated expenditure. Actual expenditure will vary according to demands related to specific emergency events. |
| Tsunami Monitoring and Detection Network This appropriation is for funding the management of a tsunami monitoring and detection network | 204 | 465 | 2,124 | 1,884 | 1,800 | Any 2018/19 underspend will be carried forward to 2019/20 in the October Baseline Update to support the implementation of the network. |
| Depreciation of the network | - | 356 | 1,067 | 1,067 | 1,067 | |
| Non-departmental capital expenditure | 5,548 | 7,018 | | | | |
| Delivering Better Responses to Emergencies: Establishing a new National Emergency Management Agency | - | 3,000 | 3,000 | 3,000 | 3,000 | |
| Delivering Better Responses to Emergencies: Building National Crisis Management Centre Resilience | - | 1,502 | 1,420 | 1,449 | 1,478 | |
| Departmental cash injection | - | 178 | - | - | - | |

| | 2018/19 (\$000) | 2019/20 (\$000) | 2020/21 (\$000) | 2021/22 (\$000) | 2022/23 (\$000) | |
|--|--------------------|--------------------|--------------------|--------------------|--------------------|--|
| Civil Defence Emergency Management Training: This appropriation is limited to provision of training to learners/volunteers in the Civil Defence Emergency Management Sector. | 1,000 | 2,000 | - | - | - | This expenditure is supported by funding from the Tertiary Education Commission. This appropriation was established for two years (2018/19 and 2019/20) as an interim approach pending determination of the optimal funding framework for this activity. |

Government funding decisions related to better responses to natural disasters and other emergencies

Decisions announced by the Minister of Civil Defence on 30 August 2018 included financial investment in the following areas:

Investment in business case development on an Emergency Management Common Operating Picture and National Emergency Management facility in 2018/2019.

| \$million | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 & Out-years |
|--|---------|---------|---------|---------|---------------------|
| Operating: | | | | | |
| Common operating picture | 0.400 | - | - | - | - |
| National emergency management facility | 0.250 | - | - | - | - |

To build on the momentum gained through the policy process so far, investment in policy capability and capacity to progress the legislative changes over two financial years.

| \$million | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 & Out-years |
|-----------|---------|---------|---------|---------|---------------------|
| Operating | 0.200 | 0.200 | - | - | - |

Investment in Emergency Management Assistance Teams over four years.

| \$million | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 & Out-years |
|-----------|---------|---------|---------|---------|---------------------|
| Operating | 0.941 | 1.303 | 1.121 | 1.121 | 1.121 |

Appendix C: Overview of National Disaster Resilience Strategy

National Disaster Resilience Strategy

Rautaki ā-Motu Manawaroa Aituā

Working together to manage risk and build resilience

Our Vision

New Zealand is a disaster resilient nation that acts proactively to manage risks and build resilience in a way that contributes to the wellbeing and prosperity of all New Zealanders.

Our Goal

To strengthen the resilience of the nation by managing risks, being ready to respond to and recover from emergencies, and by enabling, empowering and supporting individuals, organisations, and communities to act for themselves and others, for the safety and wellbeing of all.

We will do this through:

1 Managing Risks

2 Effective Response to and Recovery from Emergencies

3 Enabling, Empowering, and Supporting Community Resilience

OUR OBJECTIVES

- | | | |
|---|---|---|
| <p>1. Identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity), and use this knowledge to inform decision-making</p> <p>2. Put in place organisational structures and identify necessary processes – including being informed by community perspectives – to understand and act on reducing risks</p> <p>3. Build risk awareness, risk literacy, and risk management capability, including the ability to assess risk</p> <p>4. Address gaps in risk reduction policy (particularly in the light of climate change adaptation)</p> <p>5. Ensure development and investment practices, particularly in the built and natural environments, are risk-aware, taking care not to create any unnecessary or unacceptable new risk</p> <p>6. Understand the economic impact of disaster and disruption, and the need for investment in resilience; identify and develop financial mechanisms that support resilience activities</p> | <p>7. Ensure that the safety and wellbeing of people is at the heart of the emergency management system</p> <p>8. Build the relationship between emergency management organisations and iwi/groups representing Māori, to ensure greater recognition, understanding, and integration of iwi/Māori perspectives and tikanga in emergency management</p> <p>9. Strengthen the national leadership of the emergency management system to provide clearer direction and more consistent response to and recovery from emergencies</p> <p>10. Ensure it is clear who is responsible for what, nationally, regionally, and locally, in response and recovery; enable and empower community-level response, and ensure it is connected into wider coordinated responses, when and where necessary</p> <p>11. Build the capability and capacity of the emergency management workforce for response and recovery</p> <p>12. Improve the information and intelligence system that supports decision-making in emergencies to enable informed, timely, and consistent decisions by stakeholders and the public</p> | <p>13. Enable and empower individuals, households, organisations, and businesses to build their resilience, paying particular attention to those people and groups who may be disproportionately affected by disasters</p> <p>14. Cultivate an environment for social connectedness which promotes a culture of mutual help; embed a collective impact approach to building community resilience</p> <p>15. Take a whole of city/district/region approach to resilience, including to embed strategic objectives for resilience in key plans and strategies</p> <p>16. Address the capacity and adequacy of critical infrastructure systems, and upgrade them as practicable, according to risks identified</p> <p>17. Embed a strategic, resilience approach to recovery planning that takes account of risks identified, recognises long-term priorities and opportunities to build back better, and ensures the needs of the affected are at the centre of recovery processes</p> <p>18. Recognise the importance of culture to resilience, including to support the continuity of cultural places, institutions and activities, and to enable the participation of different cultures in resilience</p> |
|---|---|---|

