



**National Emergency
Management Agency**
Te Rākau Whakamarumarū

Briefing to the Incoming Minister for Emergency Management

Briefing number: 20/101

Welcome and introduction

On behalf of the National Emergency Management Agency, welcome to your role as the Minister for Emergency Management.

You take responsibility for the portfolio at a crucial time in the journey to modernise New Zealand's emergency management system. The need for a more contemporary system, which puts the safety and wellbeing of people at its heart, reflects increasingly complex demands in the emergency management environment. We are facing new kinds of hazards, and increases in the frequency and severity of familiar threats.

The establishment of the National Emergency Management Agency (NEMA) in December 2019 was a key part of the Government's modernisation plan. NEMA has been given the role to lead and steward an emergency management system that is ready and able to provide effective and integrated responses to emergencies, covering the principles of risk reduction, readiness for an event, response and recovery.

NEMA is focused on ensuring the Government's expectation for an emergency management system that provides for a community-led response to natural and other disasters is met. Growing our partnership with iwi on their role in emergency management is a key priority.

One of the ever-present challenges in the modernisation journey we are on is balancing leadership and stewardship with the short-term imperative of responses to emergencies. Since NEMA was established, we have been involved with or supported responses to three significant flooding events, the Whakaari eruption, the upper North Island drought, the response to COVID-19, and most recently the devastating Lake Ōhau wildfires.

The nature and frequency of emergencies faced by New Zealanders in recent times underscores the need to ensure the emergency management system has the capacity to respond to and support recovery from a range of emergencies, and manage more than one emergency at a time. The events of 2020 have reaffirmed the need for an agency at the centre that can promote longer term strategic thinking and planning to support risk reduction, readiness and recovery. This is the role the Government envisaged for NEMA.

We look forward to working with you to deliver your priorities and offer you our best advice on New Zealand's emergency management system now and in the future. We also welcome discussing our thinking with you on ensuring NEMA is the organisation it needs to be.

Recommendation

The National Emergency Management Agency recommends you note the contents of this briefing.



Carolyn Schwalger
Chief Executive
National Emergency Management Agency

Hon Kiri Allan
Minister for Emergency Management

Date: 02 November 2020

Date:

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Overview

This briefing sets out:

- Your roles and responsibilities as the Minister for Emergency Management, including those in an emergency
- The major decisions needed and advice forthcoming in the portfolio in the next three months

And provides overviews of:

- The key trends and issues affecting the portfolio
- The emergency management system in New Zealand
- The role and work of the National Emergency Management Agency.

Your role as Minister for Emergency Management

Summary of your role as Minister for Emergency Management

As Minister for Emergency Management, Aotearoa New Zealand looks to you to champion the emergency management system. With the support of NEMA, you will set the direction for the modernisation of the system.

You have an important role in responding to and recovery from emergencies. You will often be the public face of emergencies in New Zealand. You have powers to declare states of national and local emergencies.

You also have an important role outside of emergencies, in ensuring the emergency management system is fit for purpose. Your relationships with relevant Ministerial colleagues are a key asset.

Your close engagement with the Civil Defence Emergency Management (CDEM) Groups will be vital in helping you fulfil your responsibilities as Minister for Emergency Management.

Your role in emergencies

You will have a critical leadership role to play in many significant emergencies.

Figure 1 shows the flow of alerts and information to yourself and other key parts of government.

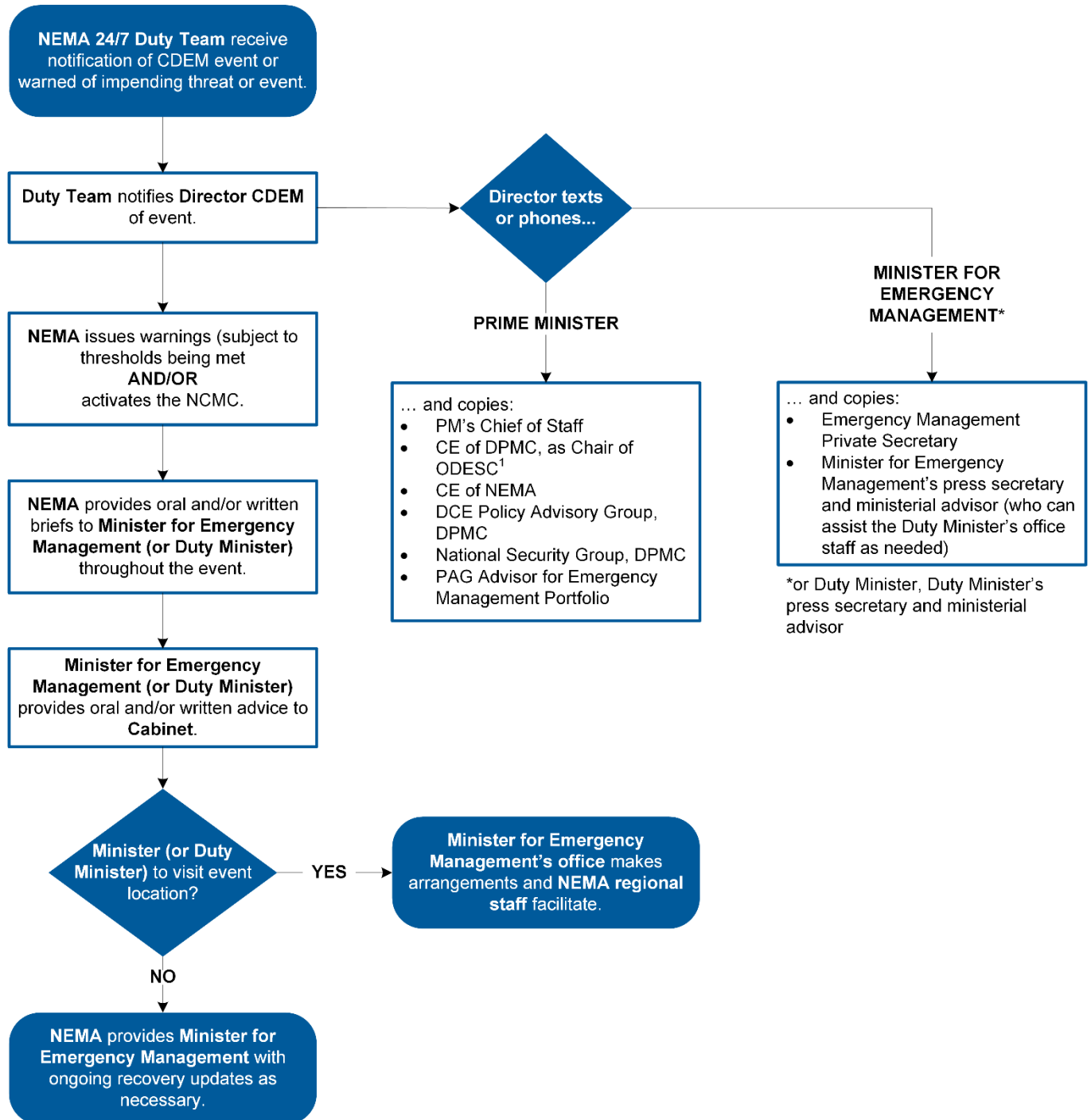


Figure 1: How the Minister of Emergency Management and others are advised of an emergency

¹ Commonly referred to as ODESC, the Officials' Committee for Domestic and External Security Coordination is a committee of Government agency chief executives that manages national security in New Zealand in its governance and response mode. ODESC is chaired by the Chief Executive of DPMC.

For most natural hazards (for example, severe weather including floods, earthquakes, tsunamis, volcanic eruptions), you will be the lead Minister, working with local mayors and regional council chairs. The Director of Civil Defence Emergency Management (Director) will inform you of possible impending emergencies or rapid on-set emergencies as soon as possible. During an emergency the Director will keep you informed on the response and recovery underway, and NEMA will support your office with media statements, visits, speeches and other advice as required.

As Minister you will often be the Government's main spokesperson in significant emergencies that require government assistance or involvement in the response or recovery. Part of NEMA's role in such cases is to ensure clear communication and information exchanges between your office, NEMA and the relevant CDEM Groups or other organisations leading the response or recovery.

Where you are the lead Minister, you may also lead engagement with Cabinet on policy decisions on the response to and recovery from the emergency. This includes briefing Cabinet (or the relevant Cabinet Committee) on the consequences of the emergency. This may include recommending financial assistance or additional support from a range of Ministerial portfolios for response and recovery-related activities.

As emergency events occur, local authorities may seek government support through you, for example, for contributions to Disaster Relief Funds. NEMA has well-established policies to provide advice to you on the level and/or criteria for support in such events.

You have powers to declare states of national and local emergencies

As Minister for Emergency Management, you can declare a state of national or local emergency. This may be needed when the resources required to manage a response are beyond what can be provided by CDEM Groups and local authorities in affected areas, or otherwise require a significant and coordinated response under the CDEM Act.

The powers available under a state of national emergency may be exercised by the National Controller, a CDEM Group Controller (discussed below) or Police Constables. These include the power to give directions, the power to close roads and, in certain circumstances, the power to requisition.

If a CDEM Group or Groups wish to declare a state of local emergency in support of the COVID-19 response they first must seek your agreement. This is to maintain national consistency of the COVID-19 response. To date, no CDEM Groups have sought permission to declare a local state of emergency for COVID-19.

NEMA will advise you on the exercise of your powers should the need arise.

Ministerial decisions/ actions in the coming three months

We will brief you shortly on six short-term priority areas on NEMA's work programme. s9(2)(f)(iv)

- Regulatory Framework Review (known as the "Trifecta") Programme
- s9(2)(f)(iv)
- Whakaari White Island investigations
- Engagement and resourcing for COVID-19 in the medium to long term
- Government response to the Royal Commission of Inquiry into the Attack on Christchurch Mosques on 15 March 2019
- Managed Repair: a decision-making framework for the role of Government in housing recovery following a major emergency event.

We will provide you a supplementary briefing on these matters.

Ministerial portfolio name change

The Emergency Management ministerial portfolio was previously titled Civil Defence.

The change in portfolio name does not affect your responsibilities under the CDEM Act 2002.

The use of the term 'Emergency Management' for the Ministerial portfolio is an intuitive and accurate reflection of the Government's efforts to build a contemporary emergency management system.

Changing the portfolio title also signals the Government's continued intention to systematise the identification of, planning for, mitigation of, responses to and recovery from national and local level hazards and risks. It strengthens awareness of emergency management as a vital function of our national security system.

The change in portfolio name also supports the shift in the role and focus of NEMA from that of our predecessor agency, the Ministry of Civil Defence & Emergency Management (MCDEM).

Emergency management in New Zealand is becoming more complex and demanding

The response to COVID-19 has dominated the emergency management landscape in 2020. Depending on when a safe, effective vaccine and/or other treatments are widely available, COVID-19 is likely to remain a significant issue for some time.

The nature of emergency management more broadly, however, is becoming increasingly complex and inter-connected. Along with rising community expectations of performance, this places capacity and capability strains on the system.

The increasing reliance across society for well-functioning data and communications systems creates the potential for disruptive emergencies of a kind not previously envisaged, especially so for key networked infrastructure. Such disruptions can be caused by technical failure or malicious actors. The risk of such events having a disproportionate impact beyond their immediate locality is a growing trend and is likely to require increased multi-agency responses.

We also expect the frequency and severity of weather-related emergencies caused by climate change to increase over time. This will include more severe storms and droughts, flooding, coastal inundation and increased frequency of wildfires. Based on overseas experience, we anticipate emergencies created by human action - either unintentional or intentional - will increase. In the short to medium-term, this is certain to place greater demands on our emergency management system.

There is a distinction between rapid on-set events, such as earthquakes or wildfire, and those that are more gradual, such as sea-level rise and drought. NEMA is increasingly being drawn into work about these gradual events. This is an important trend in emergency management, although NEMA's role in this work, especially in risk reduction, is still developing.

Even without climate change and the increased risk from other factors, New Zealand's increased economic and population growth means more people, property and infrastructure are at risk from any given hazard event.

The need for strong well-established relationships across multiple parts of society will continue to grow. This presents challenges, as well as opportunities, to ensure planning, operational capability and capacity is integrated across all participants in the emergency management system.

The frequency, complex nature and socio-economic consequences of recent emergencies² highlight the importance of stepping up the pace to modernise New Zealand's emergency management system. This context also stresses the importance of enhancing New Zealand's understanding of, and integrated planning for, increased resilience to be able to withstand and minimise the impacts of a range of hazards and risks from natural and human causes.

² For example, the Pigeon Valley Fire, the attack on the Christchurch Mosques, the Whakaari eruption, the 2020 North Island drought and the Lake Ōhau Village wildfire.

Recent developments in the emergency management system

This section outlines two key initiatives over the past three years to guide and improve the emergency management system in response to emerging trends.

Emergency Management System Reform

In August 2018, the previous Government agreed to a detailed work programme (the *Emergency Management System Reform*), which aimed to deliver better responses to natural disasters and other emergencies. The programme has 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 supporting decision-making in emergencies.

Key elements of the work programme completed to date are:

- The establishment of NEMA
- Agreement to progress a range of amendments to the Civil Defence Emergency Management Act and undertaken further policy work on other amendments
- The establishment of the Emergency Management Assistance Team (EMAT)
- A review of the Coordinated Incident Management System and publication of the 3rd edition (providing for a commonly understood approach to managing emergency response)
- Establishment of a governance framework for New Zealand Response Teams³.

Other items underway but still to be completed include:

- Greater recognition of iwi/Māori perspectives and tikanga in emergency management
- Professionalisation of the emergency management workforce
- Transferring tsunami warnings from NEMA to GNS Science
- Building capability to ensure a common operating picture during an emergency event
- Providing a focus on disability in CDEM planning
- Developing a monitoring and evaluation framework for the CDEM sector.

The Emergency Management System Reform actions have been integrated in NEMA's work programme.

³ New Zealand has a strong history of volunteers contributing to emergency management over the last 30 years. New Zealand Response Teams provide support to CDEM Groups and emergency services during local incidents and emergencies. The teams of community volunteers are supported by, and accountable to, a specific local authority or parent organisation.

The Crown's new National Civil Defence Emergency Management Strategy

In April 2019, a new National Civil Defence Emergency Management Strategy came into force, titled the *National Disaster Resilience Strategy*. It replaced the previous Strategy of 2007.

The Strategy emphasises that managing risk and building resilience is a collective activity, involving all parts of society. It specifically focuses on improving how we manage risk, deal with emergencies and involve communities in emergency management.

The Strategy incorporates elements of the Emergency Management System Reform actions noted above. It draws on lessons from domestic emergencies, particularly, large-scale emergencies such as the Canterbury earthquake sequence and the Kaikōura earthquake and tsunami, and international emergencies. The Strategy was developed after extensive public consultation, including review by Parliament's Governance and Administration Committee.

Figure 2 (over page) provides an overview of the goals of the Strategy and the 18 supporting objectives.

National Disaster Resilience Strategy Rautaki ā-Motu Manawarora 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

1. Identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity), and use this knowledge to inform decision-making
2. Put in place organisational structures and identify necessary processes – including being informed by community perspectives – to understand and act on reducing risks
3. Build risk awareness, risk literacy, and risk management capability, including the ability to assess risk
4. Address gaps in risk reduction policy (particularly in the light of climate change adaptation)
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
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

2 Effective Response to and Recovery from Emergencies

7. Ensure that the safety and wellbeing of people is at the heart of the emergency management system
8. Build the relationship between emergency management organisations and iwi/Māori representing Māori, to ensure greater recognition, understanding, and integration of iwi/Māori perspectives and tikanga in emergency management
9. Strengthen the national leadership of the emergency management system to provide clearer direction and more consistent response to and recovery from emergencies
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
11. Build the capability and capacity of the emergency management workforce for response and recovery
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

3 Enabling, Empowering, and Supporting Community Resilience

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
14. Cultivate an environment for social connectedness which promotes a culture of mutual help; embed a collective impact approach to building community resilience
15. Take a whole of city/district/region approach to resilience, including to embed strategic objectives for resilience in key plans and strategies
16. Address the capacity and adequacy of critical infrastructure systems, and upgrade them as practicable, according to risks identified
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
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

OUR OBJECTIVES



Figure 2: National Disaster Resilience Strategy overview and objectives

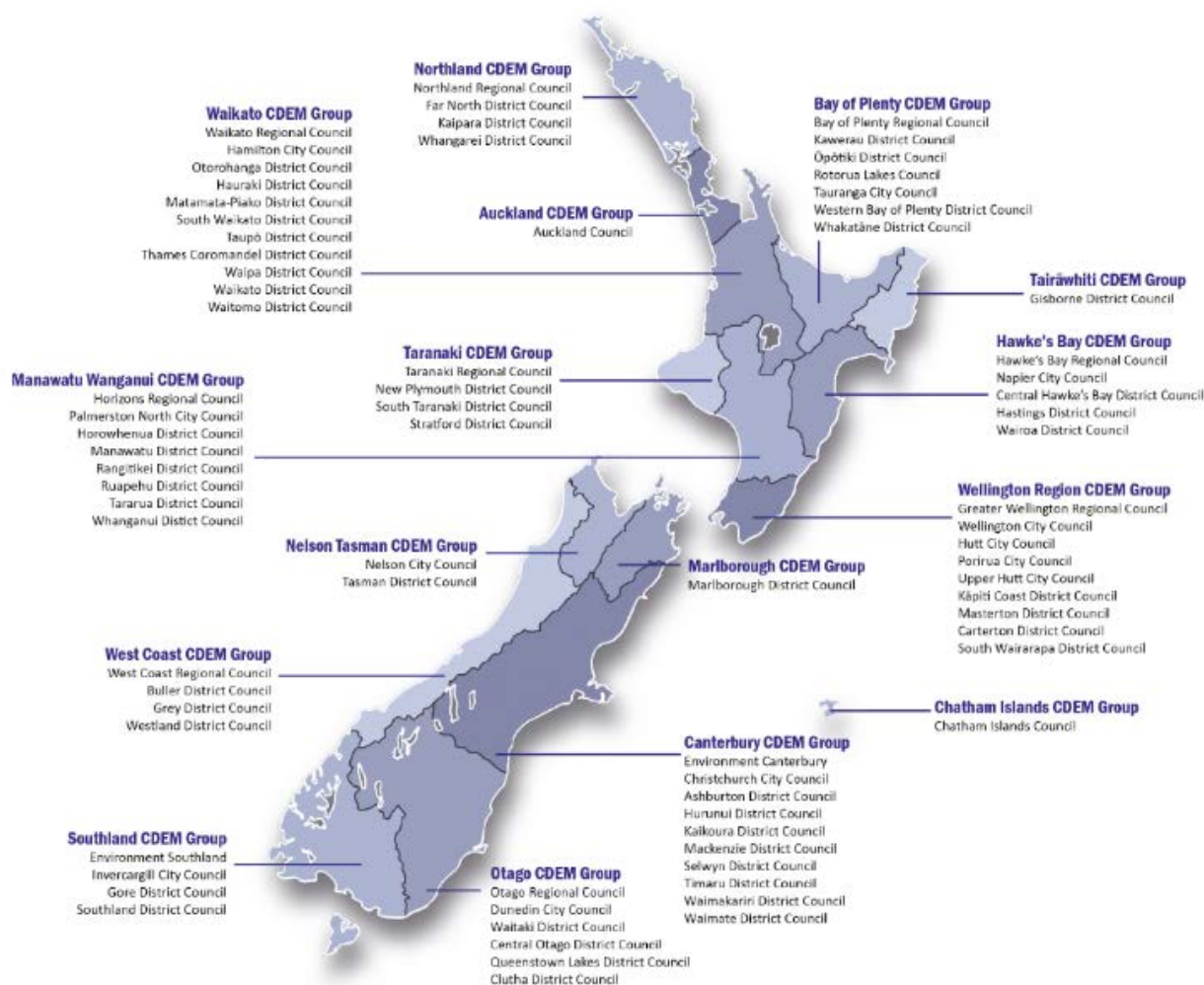
The emergency management system is underpinned by formal structures and wide-ranging relationships

The emergency management system is a key part of New Zealand's wider National Security System. Our approach to emergency management recognises the need to plan for and respond to a range of emergencies, as well as manage the generic consequences arising from emergencies.

Our system is currently based on the concept of lead agencies for specific hazards with civil defence emergency management groups and, where necessary, NEMA supporting lead agencies from an all-hazards all-risks perspective. This requires effective partnerships between the lead agencies and the civil defence emergency management groups and NEMA - nationally, regionally and locally.

A key feature of our emergency management system is the significant role played by local government through the Civil Defence Emergency Management Groups (CDEM Groups). CDEM Groups are established as joint committees of local authorities under the Civil Defence Emergency Management Act 2002 (the CDEM Act). **Figure 3** shows the location and makeup of the 16 CDEM Groups.

Figure 3: Locations and participating members of the 16 CDEM Groups



The CDEM Groups are responsible for working with emergency services, government agencies, lifeline utilities and others to deliver regional/local scale civil defence emergency management in their region where the impact of an event is purely local or within a region. They also provide local services support for multi-region or national emergency events.

The relationship with CDEM Groups is key in the Emergency Management portfolio and for NEMA.

The formal structure for civil defence emergency management is provided by the CDEM Act, which among other things:

- Sets out the powers and obligations of the Minister for Emergency Management
- Establishes three statutory positions and sets out their roles, functions and powers. The positions are the Director of Civil Defence Emergency Management, the National Controller and the National Recovery Manager
- Requires the establishment of CDEM Groups
- Provides for Group Controllers (who have specific powers during states of national and local emergencies)
- Provides for Group Recovery Managers (who have responsibilities and some powers in managing the recovery after an emergency).

The National Emergency Management Agency

This section introduces NEMA and explains its purpose and functions.

NEMA was established on 1 December 2019, replacing the former Ministry of Civil Defence & Emergency Management, a business unit of the Department of the Prime Minister and Cabinet (DPMC). The decision to establish NEMA was part of the Government's response to a Ministerial review into New Zealand's civil defence system and its efforts to build a more contemporary emergency management system.

NEMA is an autonomous departmental agency (established under Part 2 of the Public Sector Act 2020) hosted by DPMC. NEMA has 80 staff, based in Wellington, Auckland and Christchurch. The NEMA senior leadership team is set out in **Appendix A: The leadership team of the National Emergency Management Agency**.

We have undertaken an intensive programme of organisational development to stabilise and grow NEMA's capability and capacity over the past ten months since establishment.

NEMA has a current annual departmental operating budget of \$28.9M. The appropriations for the Civil Defence Portfolio in Vote Prime Minister and Cabinet are set out in **Appendix B: How the Emergency Management portfolio is funded**.

NEMA's primary accountability is to you as the Minister for Emergency Management.

NEMA is headed by a Chief Executive, employed by the Te Kawa Mataaho (Public Service Commission). The Chief Executive is responsible for the overall leadership and direction setting of NEMA and is accountable for NEMA meeting its performance expectations.

The Chief Executive also appoints the Director of Civil Defence and Emergency Management. The powers and functions of the Director are set out in the CDEM Act. They include the functions of providing advice to you on civil defence emergency management, identifying hazards and risks the Director considers of national importance and, during a state of national emergency or national transition period, directing and controlling the resources available for civil defence emergency management. It will normally be the Director who keeps you informed of emerging events or updates you on emergency events as they develop.

NEMA's role is to work across central government and with local government, communities, iwi, science, research and not-for-profit organisations, and businesses to create an emergency management system that is ready and able to provide an effective and integrated response to, and recovery from, emergencies. The purpose of this mahi is to reduce the impact of emergencies on New Zealand's people, communities, property, critical infrastructure, economy and environment.

Figure 4 provides a snapshot of some of the impacts of our work.

NEMA has been asked by the Government to focus on the performance and capability of the system as a whole. It is expected to step into a stronger national emergency management leadership and stewardship role, build the capability and capacity of the emergency management workforce, and improve the information and intelligence system that supports decision-making in emergencies.

Achieving wider system buy-in to NEMA's value proposition, mandate and resource requirements will be a key theme underpinning much of NEMA's work programme in the next 12 - 24 months. It will normally be the Chief Executive who discusses with you progress and initiatives on the evolution of NEMA's place in the system.

Our numbers at a glance



Figure 4: NEMA's impact by numbers

Key items on NEMA's work programme

The NEMA leadership team has identified six priority areas in its current work programme about which it would like to engage with you. The priority areas are:

- A Regulatory Framework Review Programme (the “Trifecta” programme):
 - The CDEM Act
 - National CDEM Plan
 - A roadmap of actions for the National Disaster Resilience Strategy
- The role of iwi in the emergency management system
- Workforce planning and professionalisation of emergency management
- Improving the resilience of the National Crisis Management Centre
- Improving New Zealand's Tsunami Warning system
- s9(2)(f)(iv)

A Regulatory Framework Review Programme

This work programme brings together three separate but inter-connected pieces of work, which form the statutory foundation of New Zealand's emergency management system.

Reviewing the Civil Defence Emergency Management Act 2002

The CDEM Act underpins the roles, responsibilities, statutory powers and structure of the emergency management system. Several of the emergency management system reform actions noted earlier require amending the Act.

The work programme also considers whether more significant changes should be made to the Act.

As the responsible policy Minister you will have the role of considering the amendments proposed by NEMA, along with others you may wish to make, and seeking agreement from Cabinet to the proposals. Subject to Cabinet agreement to any amendments you will also be responsible for leading the amendment Bill through the House. NEMA will support you in this.

Review of the National Civil Defence Emergency Management Plan

The CDEM Act requires a National Civil Defence Emergency Management Plan (National CDEM Plan).

The National CDEM Plan sets out the hazards and risks to be managed at the national level, and the activities necessary to manage those hazards and risks. Many All-of-Government response arrangements (for example, the National Security System, critical national infrastructure arrangements and internal agency approaches to managing events) depend on the National CDEM Plan.

The current plan expires on 30 November 2020, although the CDEM Act permits a plan to remain in force until it is replaced.

As Minister you have some statutory roles in making the new plan, in addition to being the responsible policy Minister for the plan's policy and content. You are required to present a copy of a proposed plan (in effect a draft plan for public comment) to the House at least 90 days before recommending the making of the plan to the Governor-General. You must also present a copy of the final approved plan to the House.

The CDEM Act also sets out other procedural matters, mainly related to public consultation, which you need to be assured have been done before recommending the plan to the Governor-General.

A roadmap of actions for the National Disaster Resilience Strategy

As noted earlier, a new National Civil Defence Emergency Management Strategy came into force in April 2019, under the title *National Disaster Resilience Strategy*.

A roadmap of actions will be developed to set out how the Strategy will be implemented and evaluated. The roadmap will have a three - five year focus and is intended to be updated regularly to reflect progress and changed circumstances.

As the responsible policy Minister your role will be to consider a draft roadmap, lead its approval through Cabinet (if it is determined this is required) and seek the support of other interested Ministers. The roadmap will provide a further opportunity for you to elaborate the Government's approach to emergency management in light of the emergency events that have occurred since the Strategy was agreed in April 2019.

Iwi/Māori engagement in the emergency management system

Establishing a clearer framework for the role of iwi in the emergency management system, including in decision making, is one of the key opportunities in the next three years. NEMA has made this a priority in its work programme.

This focus reflects a growing expectation that the role of iwi in decision-making be more firmly established at all levels of the emergency management system. Iwi have played an increasing role in recent emergencies, especially in the COVID-19 response. However, this role has not been uniform across CDEM Groups and has tended to develop organically, reflecting local and regional capacities and existing relationships.

Incorporating greater recognition, understanding and integration of iwi/Māori perspective and tikanga in emergency management is one of the objectives of the National Disaster Resilience Strategy. The Government's emergency management system reform also included decisions to recognise the capability that iwi bring to emergency management.

As Minister you will have a key role in shaping policy for this work and leading any recommendations for change through Cabinet.

Workforce planning and professionalisation

Professionalising the response and recovery workforce is a key priority for NEMA. This work will also incorporate strengthening risk reduction, readiness and resilience, ensuring the workforce grows its capability and capacity.

This multi-agency work programme requires significant stakeholder engagement and buy in. The initial action is to develop a workforce development plan that connects the many workforce development

activities that have come to NEMA from their various owners, for example, the National Security Workforce. Implementation will require support of many impacted national agencies and regional groups, along with iwi/Māori, employers, community organisations and volunteers.

NEMA intends to maximise opportunities created by the Review of Vocational Education and the 2021 establishment of the Workforce Development Council as they relate to emergency management.

National Crisis Management Centre Resilience

The National Crisis Management Centre (NCCM), located 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. NEMA, on behalf of the Officials Committee for Domestic and External Security Coordination, is responsible for the general management and maintenance of the NCCM.

We are developing an alternative NCCM facility in Auckland. This will be used where an emergency, for example, a significant Wellington earthquake, makes a Wellington-based NCCM unavailable in the event of damage or access issues, and if Government temporarily relocates out of Wellington.

Tsunami Warning System Handover

We are working with GNS Science to progress a recommendation by Government for GNS Science to become responsible for issuing tsunami warnings.

NEMA is responsible for issuing public warning messages for tsunami, while GNS Science is responsible for forecasting of tsunami that may affect New Zealand. NEMA and GNS Science agree it would be more effective for both these responsibilities to be with GNS Science. s9(2)(f)(iv)

[Redacted text block]

You and NEMA have several roles and responsibilities

Your and NEMA's role in planning

As the Minister of Civil Defence, you will have the opportunity to review the CDEM Group Plans, table the National CDEM Plan Order in the House and present the final plan back to the House. The completion of other significant planning documents and reports can be used as opportunities to promote key emergency management messages.

NEMA's planning includes specific contingencies for responses to hazards where it is the mandated lead agency or where hazard-specific plans are required. An example is the update to 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.

NEMA works with agencies and other public/private sector organisations to develop plans for response to, and recovery from, emergencies. This includes establishing national and regional coordination arrangements across the lifeline utilities sectors and agencies.

NEMA supports other lead agencies in their strategic planning for emergencies, for example, Foot and Mouth Disease planning led by the Ministry for Primary Industries.

NEMA has a responsibility in monitoring and warning of the risks from hazards

NEMA is responsible for issuing **public warning messages for tsunami**. In deciding whether to issue warnings it draws on advice from GNS Science, which is responsible for forecasting tsunami that may affect New Zealand.

Supporting New Zealand's capability to provide improved tsunami assessments, NEMA, assisted by the Ministry of Foreign Affairs and Trade, NIWA, GNS Science and MBIE, is partway through establishing a network of ocean buoys (called DART buoys for Deep-ocean Assessment and Reporting of Tsunami). These provide early confirmation of tsunami and are being placed in areas that pose a significant tsunami risk to New Zealand and Pacific Island countries. The final network is scheduled to be deployed in the first half of 2021.

The deployment of the DART buoys has provided the opportunity for the then Ministers of Civil Defence and Foreign Affairs and Trade to publicise the greater public safety provided by the network, as well as reinforcing public safety warning messages about tsunami.

NEMA maintains an **on-call duty team** to maintain situational awareness of all hazards in New Zealand. GNS Science monitors geological hazards, such as earthquake, tsunami, landslides and volcanic activity, while MetService advises of severe weather affecting the country.

NEMA is responsible for the **National Warning System** - a 24/7 process for communicating hazard risk information to alert recipients to the need for readiness and possible response to a potential or imminent threat that may result in an emergency (for example, a national warning for tsunami threat).

NEMA is responsible for the **Emergency Mobile Alert system**. This provides critical life safety information to people about threats to life, health or property through cellphone messages. Most recently it was used to alert the nation that the COVID-19 Alert Level 4 was to start at 11:59pm on 25 March 2020 and about the alert levels for the resurgence of COVID-19 on 11 August 2020.

Your and NEMA's role in public information during emergencies and public education

As Minister, you will be integral in helping to amplify vital public education messages via media, speaking opportunities, social media, and through other channels. You will have the opportunity to speak at, and participate in, publicity events such as ShakeOut, our national earthquake drill and tsunami hīkoi and make and/or support announcements about public education activities.

Public education messages will also be important for you to convey during and immediately following emergencies, such as an earthquake, reminding people to Drop, Cover and Hold in the event of aftershocks.

NEMA works with CDEM Groups and other partners to educate and motivate New Zealanders to be better prepared for emergencies and take the right safety actions when an emergency happens. The programme uses a range of communications channels, with a particular focus on reaching our most vulnerable communities - those likely to be disproportionately affected by disasters.

A National CDEM Public Education Representative Group, of representatives from each CDEM Group, plays a key role in developing the long-term strategy for the public education programme. NEMA also works closely on public education with other organisations such as EQC, GNS Science, the Ministry of Education and Neighbourhood Support.

In 2018 we signed a memorandum of understanding with Deaf Aotearoa to improve the accessibility of emergency information for Deaf communities. In 2020 we were presented with the NZSL (New Zealand Sign Language) in Government Agencies Award – see **Figure 5**.

NEMA also maintains the Civil Defence website, which provides extensive information and resources about emergency management and the latest information on current emergencies. Website landing pages are shown in **Figure 6**.



Figure 5: Director CDEM Sarah Stuart-Black receives the 2020 NZSL in Government Agencies Award from Manaia King, General Manager, Māori, Partnerships and Programmes - Ministry of Social Development, award sponsor.



Figure 6: Civil Defence (above) and Get Ready website landing pages



Figure 7: Examples of the posters of the Drop, Cover and Hold message, which are available to download in multiple languages.

Our most recent public campaign was the annual national ShakeOut initiative on 15 October 2020. ShakeOut is held across the world to remind people of the right action to take during an earthquake - Drop, Cover and Hold - and to practise a tsunami hīkoi (evacuation) if in a coastal area. In New Zealand ShakeOut, we focus on encouraging participation by schools (see **figure 8**).



Figure 8: Students at Evans Bay Intermediate School in Wellington demonstrate the Drop, Cover and Hold drill for ShakeOut.

Your and NEMA's role in welfare services

As Minister for Emergency Management, you will often lead the government's expression of sympathy and support for affected communities. This frequently involves visiting the emergency area, or close to it, and meeting affected people, the mayor and other community leaders.

NEMA and CDEM Groups are responsible for coordinating welfare services during and following emergencies across a broad range of stakeholders, nationally and regionally. This coordination is carried out through the National Welfare Coordination Group (a national cluster of welfare services agencies), and by Welfare Managers in each CDEM Group, together with their regional Welfare Coordination Group (a regional cluster of welfare services agencies).

As an example, the welfare response to COVID-19 required CDEM Groups to support communities with food deliveries, provide financial support to community food providers, and work with other agencies to provide accommodation for the homeless, foreign nationals and others.



Figure 9: During the COVID-19 response, Auckland Emergency Management set up the Spark Arena as a distribution centre for welfare packages and distributed 56,000 boxes of food and support to more than 16,400 households.

Outside emergencies, NEMA's role in welfare involves a programme of work to ensure arrangements for the delivery of welfare services are well understood and effectively planned for by agencies and non-government organisations.

Additional trained emergency support staff available for responses

As part of the Emergency Management System Reform a dedicated Emergency Management Assistance Team (EMAT) has been established. This nationally managed cadre of specially trained emergency managers from central and local agencies has equipment, which allows them to work from stand-alone emergency control centres if required (shown in **Figure 10**).

EMAT's most recent deployments were to the National Crisis Management Centre to support its activation at the Ministry of Health and to Queenstown to help with the Otago CDEM Group's support to foreign nationals during COVID-19.



Figure 10: EMAT personnel exercising during the Initial Training Course in a deployable coordination centre.

Your and NEMA's role in recovery

Depending on the scale of recovery you may have a role in providing advice and information to Cabinet on the recovery needed and progress on recovery from an emergency.

In its recovery role NEMA provides strategic leadership, support and advice on recovery to the emergency management sector including to lead agencies. We are responsible for developing, maintaining and reviewing national recovery frameworks that support the national CDEM framework.

Figure 11 shows the elements of our approach to recovery.

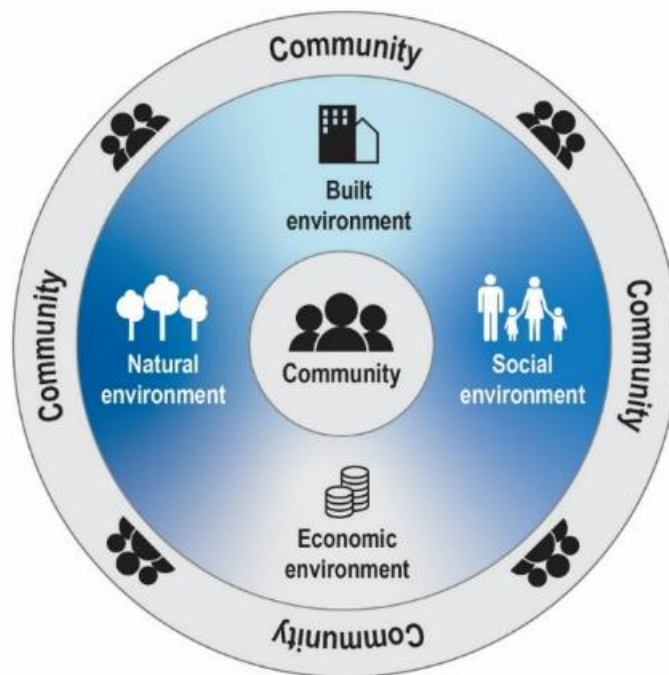


Figure 11: The four environments that interact and connect to support a community to function and thrive - which is the focus of recovery.

NEMA also provides advice, support and guidance to CDEM Groups, Recovery Managers and other lead and support agencies managing or supporting recoveries following an emergency. We monitor recovery activities and progress across New Zealand and report to relevant Ministers. Depending on the scale and consequences of an emergency, the National Recovery Manager (a position held by the Director CDEM) and NEMA may coordinate, manage or deliver recovery activities across central government agencies and national-level recovery programmes. NEMA is currently supporting and monitoring recovery from the Whakaari eruption and from the recent Lake Ōhau Village wildfire.

Your and NEMA's role in the response to COVID-19

As Minister for Emergency Management, you have a role in supporting the All-of-Government response to COVID-19. You may also be requested by CDEM Groups to approve a local state of emergency for the COVID-19 response. However, we do not expect an approach unless there is a significant resurgence.

With the establishment of the All-of-Government COVID-19 Response Group response unit in DPMC, NEMA's role in the COVID-19 response work has stepped back from its level of activity during the height of the response. NEMA will continue to support CDEM Groups and contribute to the All-of-Government planning for response and recovery to COVID-19. In the event of a significant resurgence in COVID-19, we will gear back up to assist the All-of-Government response.

A separate briefing will provide more detail on your and NEMA's ongoing roles in the response, including what may happen in the event of a significant resurgence of COVID-19.

NEMA's international work programme

NEMA, in partnership with the Ministry of Foreign Affairs and Trade, has an international engagement programme, which aims to:

- Ensure New Zealand's response and recovery capability is supported by access to international assistance following a large emergency in New Zealand, as well as meeting its obligations as a 'good citizen' through off-shore engagement and response operations
- Support disaster risk management and rapid response capability in the Pacific
- Meet New Zealand's obligations under international agreements and conventions, including the Asia Pacific Economic Co-operation (APEC) group of economies and the United Nations.

New Zealand is the host economy for APEC in 2021. In November 2020 Cabinet will consider matters about the approach and priorities for New Zealand's APEC hosting year. We do not envisage a meeting of Emergency Preparedness Ministers will be recommended during our hosting year.

NEMA supported by the Ministry of Foreign Affairs and Trade, will, however, host the APEC Emergency Preparedness Working Group. Given many APEC economies have similar natural hazard risks as New Zealand, such as strong earthquakes, tsunamis and volcanic eruptions, participation in the working group offers a good opportunity to share lessons and thinking on disaster preparedness and to strengthen regional cooperation.

Our interests in other portfolio work

The nature of the Emergency Management portfolio means the work of many other portfolios has implications for the emergency management system.

Community resilience (Department of Internal Affairs)

This is a multi-agency initiative aimed at ensuring New Zealand effectively manages risk and builds resilience when faced with increasing exposure and vulnerability to natural hazards and climate change. NEMA's interest in this work is that it complements the objectives of the National Disaster Resilience Strategy.

Climate Change Adaptation (Ministry for the Environment - Climate Change portfolio)

The Ministry for the Environment is currently leading work to develop a cross-agency and cross-sectoral National Adaptation Plan for climate change. NEMA's interest in this work comes from its role in promoting risk reduction as an important component of the emergency management system.

Resource Management System reform (Ministry for the Environment - Environment portfolio)

The Ministry for the Environment is leading inter-agency advice to the Government on resource management system reform in response to the report by the independent Resource Management Review Panel, *New Directions for Resource Management in New Zealand*. NEMA's interest is in ensuring effective land-use planning reform that effectively enables geological, weather and climate hazard risks to be addressed.

Three Waters Review (Department of Internal Affairs)

This review seeks to ensure drinking water, wastewater and storm-water services are fit for purpose from public safety and environmental perspectives. NEMA's principal interest in this work is to ensure resilience principles are embedded in any new regulatory requirements and organisational design principles.

Natural Hazards Insurance (The Treasury - Finance/Earthquake Commission portfolios)

This work looks at issues and options for retaining effective and affordable insurance opportunities in earthquake risk, and the anticipated increasing impacts of climate change. NEMA's interest in this work stems from its role in developing and advocating for risk reduction and promoting recovery planning.

Appendix A: The leadership team of the National Emergency Management Agency



Carolyn Schwalger
Chief Executive



Sarah Stuart-Black
Deputy Chief Executive and
Director Civil Defence
Emergency Management
(until 4 December)



Alan Cassidy
Deputy Chief Executive
Strategic Enablement
(from 9 November)



David Coetzee
Manager, Regional Partnerships
Acting Manager, National
Operations



Gill Genet
Manager, System Capability



Jenna Rogers
Manager, Analysis and Planning



Anthony Frith
Communications Manager



Adam Allington
Manager, Policy
(from 4 November)



Roger Ball
Manager, National Operations
(from 23 November)

Appendix B: How the Emergency Management portfolio is funded

NEMA is a departmental agency hosted by DPMC and is funded through Vote Prime Minister and Cabinet.

Within Vote Prime Minister and Cabinet, the Emergency Management Leadership and Support Multi-Category Appropriation supports leadership of the all-hazards, all-risk emergency management system so it reduces risk and is ready and able to provide an effective and integrated response to, and recovery from, emergencies.

This appropriation supports the annual departmental operating budget of NEMA of \$28.9 million, including depreciation and overhead allocation. The appropriation also includes funding for the COVID-19 All of Government Response Group as well as other non-departmental expenditure to support emergency events and emergency preparedness, the latter of which are administered by NEMA but not part of its budget.

Emergency Management Leadership and Support Multi-Category Appropriation comprises:

Departmental Output Expenses **\$41.442M**

Advice and Support for Emergency Risk Reduction, Readiness, Response and Recovery - advice to Ministers and the emergency management sector on the design, operation and performance of the emergency management system; building the capability and capacity of the emergency management sector (including communities) to plan for, respond to and recover from emergencies; and leading and supporting response to and recovery from emergencies. NEMA's operating budget of \$28.9 million comes from this amount.

Non-Departmental Other Expenses (administered by NEMA) **\$3.382M**

Emergency Risk Reduction, Readiness, Response and Recovery - grants, contributions and other payments to support communities and the emergency management sector in New Zealand and Pacific Realm countries on matters relating to emergency risk reduction, readiness, response and recovery.

Non-Departmental Capital Expenditure (administered by NEMA) **\$5.339M**

Capital Expenditure to Support Emergency Risk Reduction, Readiness, Response and Recovery - capital expenditure necessary to acquire and preserve the functionality and value of Crown assets that support emergency risk reduction, readiness, response and recovery.

The \$5.339 million non-departmental capital expenditure is specifically provided to complete implementation of a Tsunami Monitoring and Detection Network to provide comprehensive monitoring, early detection and subsequent early warning of tsunami threats to New Zealand and the Pacific Realm countries (Niue, Tokelau and the Cook Islands).

The Non-Departmental Other Expenses Emergency Risk Reduction, Readiness, Response and Recovery category above supports expenditure for:

Contributions to Local Authorities Following an Emergency Event for non-reimbursement related financial support i.e. to disaster relief funds and 'special policy' funding as prescribed in the current Guide to the National Civil Defence Emergency Management Plan.	\$0.500M
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Emergency Management Preparedness Grants supporting emergency preparedness and improved community resilience through funding projects endorsed by CDEM Groups and managed or supported by NEMA.	\$0.889M
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Depreciation of the Tsunami Monitoring and Detection Network	\$1.993M
	\$3.382M

TOTAL