

National Civil Defence Emergency Management Strategy



Resilient New Zealand
Aotearoa Manahau

National Civil Defence Emergency Management Strategy 2007

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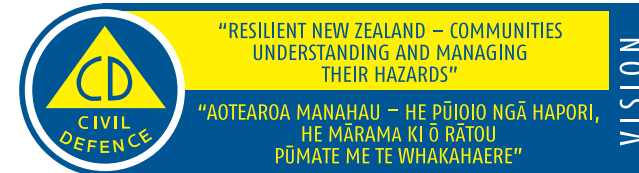
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MINISTER'S MESSAGE

New Zealand's wild and diverse landscape, our relatively isolated geographic location, and our reliance on primary production means that New Zealanders are, and will continue to be, at risk from a broad range of hazards. In promoting sustainable development and societal well being, the Government is committed to working with all New Zealanders to ensure their safety, protect their property and livelihood, and defend communities against all hazards and risks.

The National Civil Defence Emergency Management Strategy provides long-term direction for Civil Defence Emergency Management (CDEM) in New Zealand. The National CDEM Strategy 2003-2006 was the first step towards a comprehensive, integrated approach to CDEM in New Zealand. The completion of the National CDEM Plan (the Plan), the Guide to the National CDEM Plan (the Guide), and CDEM Group plans; the development of a national public education programme and now this revised National CDEM Strategy show we have made progress towards the vision represented below.



Our vision is to build a resilient and safer New Zealand with communities understanding and managing their hazards and risks. This vision can only be realised if we have participation and commitment at all levels, from the Government, local authorities, individual departments, businesses, and volunteer organisations, right down to individual families.

This is a strategy for all New Zealanders. It is everybody's responsibility to work towards achieving the vision, goals and objectives in this strategy.

HON RICK BARKER

Minister of Civil Defence

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INTRODUCTION

The purpose of the National CDEM Strategy (the Strategy) is to outline the vision, values, principles and goals for Civil Defence Emergency Management (CDEM) in New Zealand. The Strategy sets out what we as New Zealanders expect from CDEM and what we want to achieve.

CDEM is important because New Zealanders are, and will continue to be, at risk from a broad range of hazards. Many communities and much industry and infrastructure are located in areas that are likely to be affected by hazards. Achieving a *Resilient New Zealand* relies on our understanding a complex set of factors that operate in the New Zealand hazardscape. CDEM must consider all these factors, including demographic and future development trends, reliance on technology, human modification of the natural environment and the implications of climate change.

Scientific research into the New Zealand hazardscape continues to identify new hazards and often points to a greater risk from our known hazards than was previously understood. There is also general acceptance in New Zealand that climate change is happening; that the changes are due to human activity; and that many areas of life will be affected. While climate change is not expected to create new hazards, it may change the frequency and intensity of existing hazards, as well as introducing long-term shifts in climate patterns.¹

This Strategy sets the direction for CDEM in New Zealand for the next ten years, based on reduction of, readiness for, response to and recovery from the risks New Zealanders face.

¹ A contemporary summary of the New Zealand hazardscape is provided in the *National Hazardscape Report*, published by the Officials' Committee for Domestic and External Security Coordination (ODESC) in September 2007. *National Hazardscape Report. 2007. Department of Prime Minister and Cabinet. ISBN 0-478-29455-7.*

NEW ZEALAND EMERGENCY MANAGEMENT CONTEXT

Central to emergency management in New Zealand is an all-hazards, all risks, multi-agency, integrated and community-focused approach. The central decision-making body of executive government that addresses emergency management is the Cabinet Committee for Domestic and External Security Coordination (DES). The DES committee is chaired by the Prime Minister, and includes those ministers responsible for departments that play essential roles in such situations. To support that process, the Officials' Committee for Domestic and External Security Coordination (ODESC) is the committee of government chief executives charged with providing strategic policy advice to Ministers on such matters. ODESC oversees the areas of emergency readiness, intelligence and security, terrorism and maritime security. The Chief Executive of the Department of Prime Minister and Cabinet chairs the committee, and members are the chief executives from relevant government agencies.

CDEM is one part of the overall emergency management structure in New Zealand and this Strategy covers this component of the structure. The diagram below outlines the National Crisis Management arrangements that operate for any emergency while the following section describes the CDEM framework.

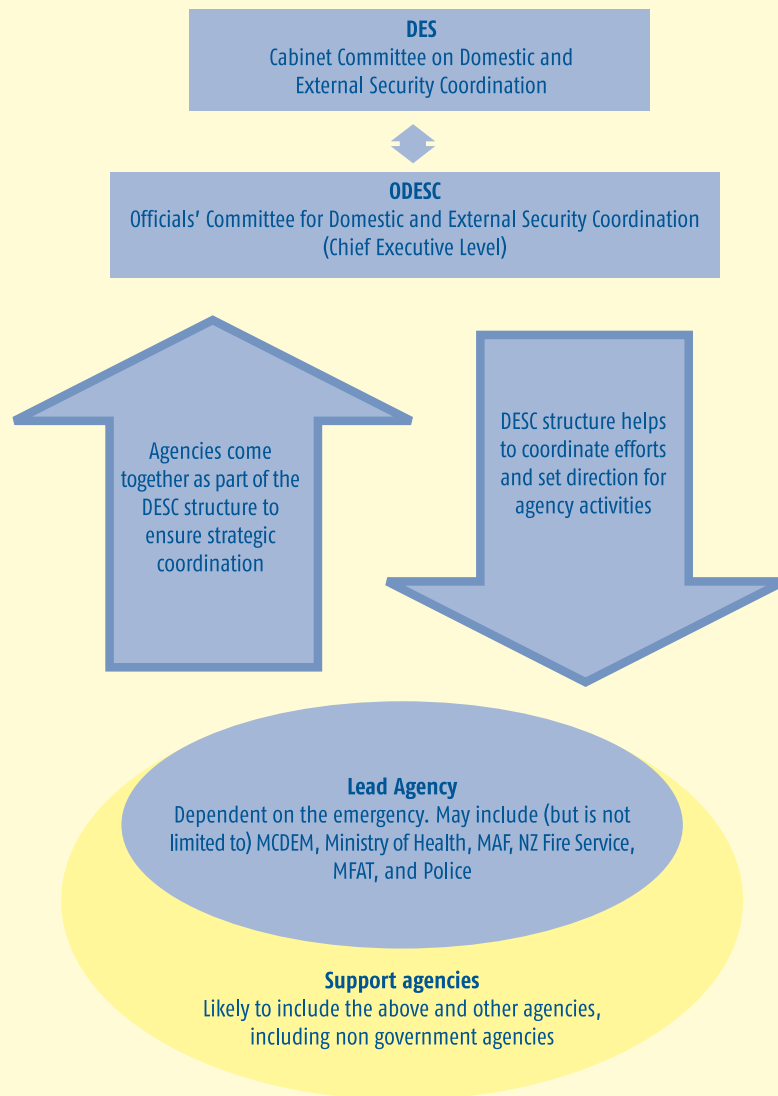


Figure 1: New Zealand's National Crisis Management arrangements

THE NEW ZEALAND CDEM FRAMEWORK

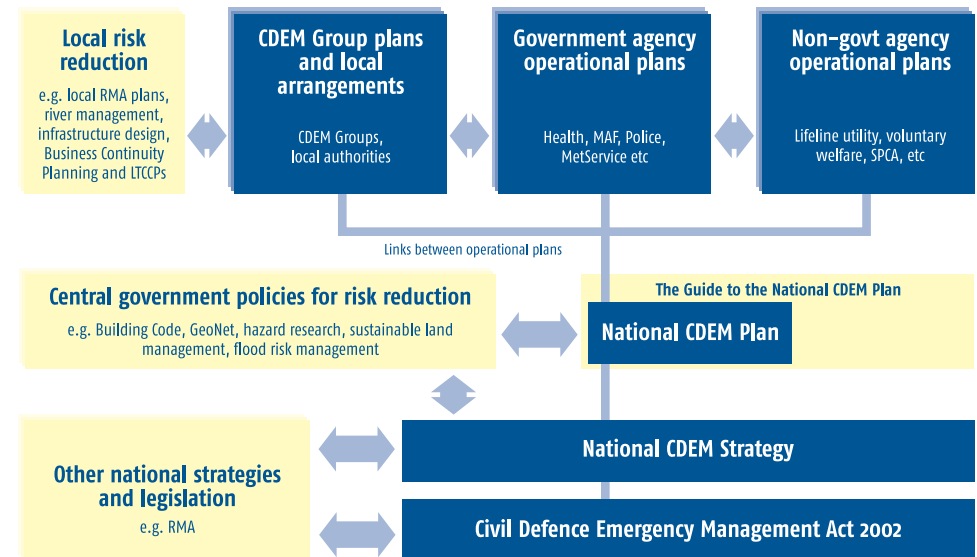


Figure 2: The New Zealand CDEM framework

This Strategy is one part of the CDEM framework in New Zealand. The CDEM Act 2002 (the Act), the Strategy, the National CDEM Plan (the Plan), the Guide to the National CDEM Plan (the Guide) and CDEM Group plans all form part of the framework, with the support and participation of central and local government, emergency services, lifeline utilities, other general infrastructure providers, businesses and volunteer agencies who are implementing the CDEM arrangements. These arrangements are illustrated in Figure 2.² To achieve a *Resilient New Zealand*, local and regional cooperation and coordination is paramount and is one of the cornerstones of the Act, Strategy and Plan and Guide.

² The terminology used in the National CDEM Strategy is further explained in the glossary.

CDEM Act 2002

The Strategy for realising the vision of *Resilient New Zealand* derives from the Act. The Act:

- promotes sustainable management of hazards;
- encourages communities to achieve acceptable levels of risk;
- provides for planning and preparation for (civil defence) emergencies,³ and for response and recovery;
- requires local authorities to co-ordinate reduction, readiness, response and recovery activities through regional groups;
- provides a basis for the integration of national and local CDEM; and
- encourages coordination across a wide range of agencies, recognising that (civil defence) emergencies are multi-agency events.⁴

The Act requires that a risk management approach be taken when dealing with hazards. The New Zealand integrated approach to CDEM can be described by the four areas of activity, known as the '4Rs', as shown in Figure 3 opposite.

The Strategy's vision is based on four goals reflecting the 4Rs and the provisions of the Act outlined above. The goals are outlined in Figure 5 and detailed on pages 10-14.

The Strategy provides the vision and strategic direction. The Plan, the Guide and CDEM Group plans support the strategy.

³ For the purposes of the Strategy:

Civil defence emergency refers to the civil defence aspects of any emergency managed under the CDEM Act.

Under the CDEM Act, emergency means a situation that:

- is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and*
- causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and*
- cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the Act. [CDEM Act 2002 s4]*

⁴ CDEM Act 2002 s3 (a-f)

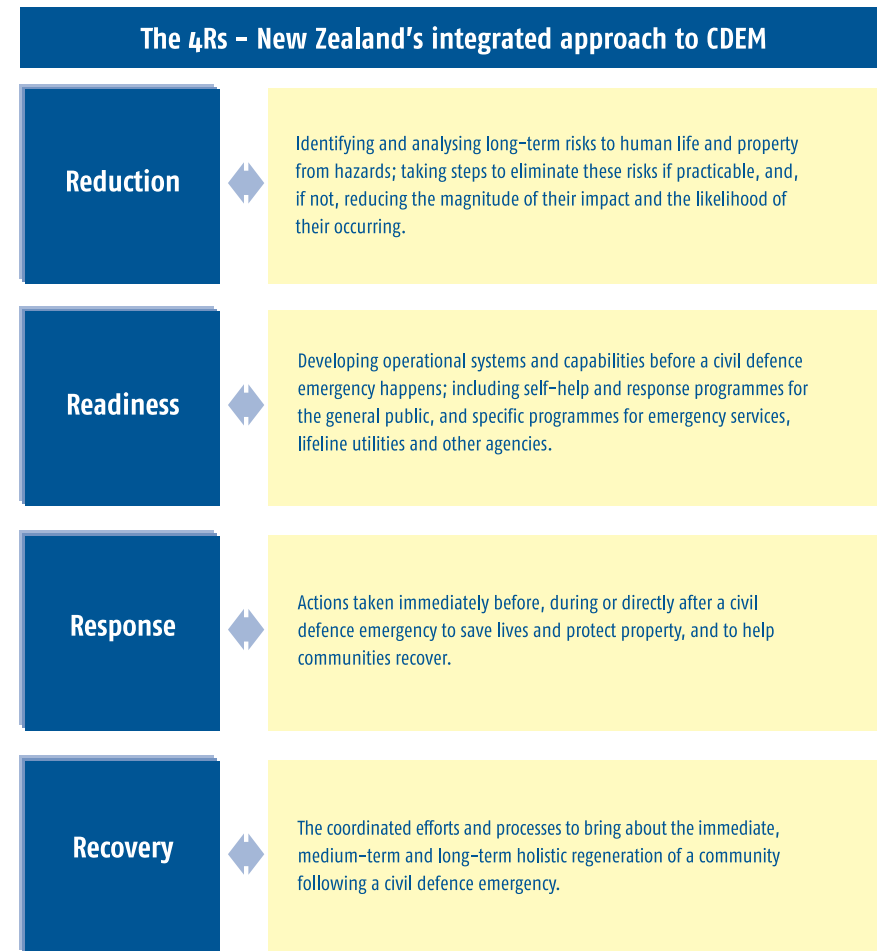


Figure 3: The 4Rs – New Zealand’s integrated approach to CDEM

The National CDEM Plan and the Guide to the National CDEM Plan

The purpose of the Plan is to state and provide for the hazards and risks to be managed at the national level and the CDEM arrangements necessary to meet those hazards and risks. The Plan also sets out how support will be provided for the management of local civil defence emergencies. The purpose of the Guide is to assist and support New Zealand agencies to achieve the purpose of the Plan. Where the Plan states the principles, arrangements, commitments and frameworks that apply to the management of civil defence emergencies, the detail of these is set out in the Guide. CDEM Group plans detail these arrangements at a regional level.

CDEM Group plans

The CDEM Act 2002 required the establishment of CDEM Groups - consortia of local authorities based on existing regional council boundaries, working in partnership with emergency services (Police, Fire, Health), lifeline utilities and others to deliver CDEM at the local level.

Every local authority must be a member of a CDEM Group. Under the Act, CDEM Groups were required to prepare a CDEM Group plan within two years of the establishment of the CDEM Group. These CDEM Group plans form an important part of the CDEM framework in New Zealand as they state and provide for the hazards and risks to be managed by the Group and the CDEM arrangements necessary to meet those hazards and risks. CDEM Group plans are required by legislation to not be inconsistent with the National CDEM Strategy.

The CDEM Act, the Strategy, the Plan, the Guide and CDEM Group plans together set out what we are working towards, and now we see ourselves getting there.

Other legislation

As well as the CDEM Act, other legislation, regulations and policies set out responsibilities for hazard risk mitigation and emergency management. These include the Biosecurity Act 1993, the Building Act 2004 and the Building Code, the Epidemic Preparedness Act 2006, the Health Act 1956, the Local Government Act 2002, the Police Act 1958 and the Resource Management Act 1991.

OUR NATIONAL CDEM STRATEGY

Vision and values

The vision for CDEM in New Zealand is:



Important values underpin the vision for CDEM in New Zealand. The Government places a high value on the health, safety and prosperity of all. It wants to preserve the willingness of New Zealanders to help each other in times of adversity, while encouraging individuals and communities to make responsible choices. The vision will be realised through individuals, communities, businesses and government living these values.

The Strategy also recognises that health, mobility, age, wealth, and cultural values which influence a community's vulnerability and ability to recover from civil defence emergencies vary across the community. There is also an increasing range of ethnic groups in New Zealand. Knowing a community's perspectives, expectations and needs, and how these are likely to change over time, is crucial to hazard management across reduction, readiness, response and recovery.

Strategy principles

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

Principle One: Individual and community responsibility and self-reliance

Individuals and communities are ultimately responsible for their own safety and the security of their livelihoods. CDEM arrangements in New Zealand support and encourage local ownership of this responsibility. Individuals and communities must be able to care for themselves and each other, as much as possible, when the normal functions of daily life are disrupted. Arrangements to support this are best developed at the local level. Local and regional efforts contribute to the overall national capability. Central government intervenes where an event is beyond the capacity of local resources.

In the New Zealand context, it is particularly important to note the role of Māori as an important community stakeholder. The Māori worldview incorporates a special relationship with the environment, expressed inter-generationally through kaitiakitanga. The environment forms the base from which cultural, spiritual, emotional, and physical sustenance flows. Because of this perspective, Māori have a particular interest in the management of hazards and associated risks, including risks that may be posed to wāhi tapu sites and other sites of significance. It is important that whānau, hapū, iwi and the wider Māori community are involved in CDEM planning. In addition, Māori communities often have important resources for response and recovery, such as marae for use as emergency shelters, and Māori welfare and support services.

Principle Two: A transparent and systematic approach to managing the risks from hazards

Communities must be given a say in what levels of risk they consider acceptable and what measures are put in place to manage those risks. A systematic approach is necessary to ensure that a logical and consistent process is followed when identifying and assessing risks, consulting and communicating with communities and, where appropriate, implementing cost-effective measures to reduce risk.⁵

Principle Three: Comprehensive and integrated hazard risk management

Comprehensive risk management means dealing with the risks associated with all our hazards, through the 4Rs: reduction, readiness, response and recovery. Integrated activity promotes the coordinated involvement of all agencies that have a role in managing these risks.

⁵Australia/New Zealand Risk Management Standard 4360:2004 outlines best practice for risk management in New Zealand.

Principle Four: Addressing the consequences of hazards

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

Principle Five: Making best use of information, expertise and structures

Making the best use of information, as well as improving both information systems and the application of research, is crucial. In order to realise the vision, it is necessary to develop the appropriate range of skills, knowledge and decision support tools and systems within our society as well as share best practice approaches to hazard risk management and operational activity.

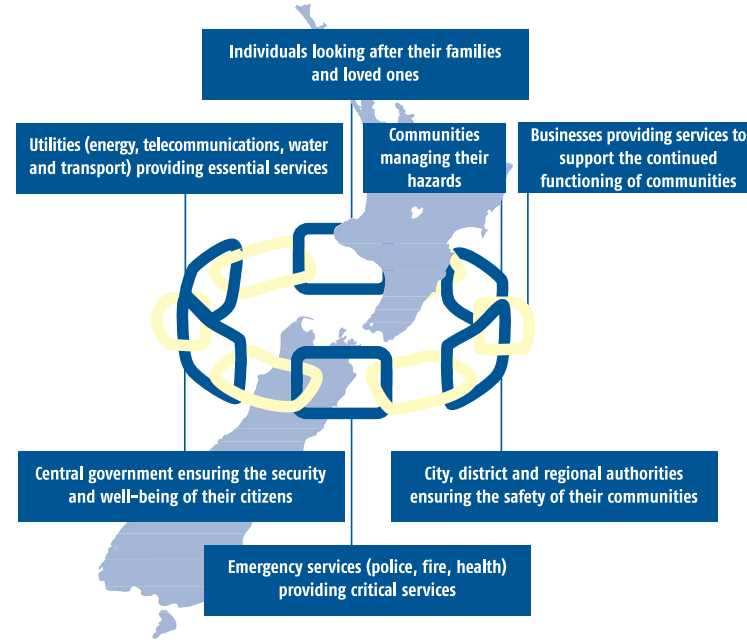


Figure 4: Components of a Resilient New Zealand

Whose responsibility is it to implement the Strategy?

New Zealand's CDEM arrangements are everybody's responsibility, and this is a strategy for all New Zealanders.

The Strategy provides an overarching framework for CDEM planning in New Zealand. It will be supported by the National CDEM Plan, and CDEM group, business, community and individual plans. Work plan (action) items, including targets, will be incorporated in these plans where relevant.

While the Ministry of Civil Defence & Emergency Management (MCDEM) has a leadership role in CDEM, the Act stipulates the CDEM roles and responsibilities of other central government agencies, local authorities, emergency services and lifeline utilities. All of these organisations are expected to routinely incorporate CDEM and business continuity arrangements into their business planning and risk management processes, and to regularly monitor and report on their progress as appropriate.

The Government expects that all other infrastructure providers, businesses and individuals will come to understand that they too, have an important role to play in achieving the vision of *Resilient New Zealand* and will plan accordingly.

Implementing, monitoring and evaluating the Strategy

The implementation of the Strategy will involve setting targets based on its objectives. Different parts of the CDEM sector will have different priorities and timelines and it is appropriate that the targets are set in individual operational plans.

Progress towards implementing the Strategy will be formally assessed through the evaluation of performance in response to CDEM events, the National CDEM Exercise Programme and the CDEM monitoring and evaluation programme.

Lessons identified from events

After every event a formal analysis of performance is undertaken so that lessons identified can be built in to future planning.

The National Exercise Programme

The National CDEM Exercise Programme (NEP) is a means by which the operational capability of agencies, CDEM groups, and their partners such as lifeline utilities, may be tested in relation to CDEM. The exercises are aimed at improving the response capability at national and CDEM group levels, and assessing the readiness of participants.

CDEM monitoring and evaluation programme

Monitoring and evaluation is a key element of the overall CDEM framework. The CDEM monitoring and evaluation programme aims to provide assurance from the Director CDEM to stakeholders and Government that the CDEM sector is complying with its obligations, achieving its objectives, and making progress towards the goals of the National CDEM Strategy.

Under section 8 of the CDEM Act, the Director of CDEM is responsible for the monitoring and evaluation of those agencies and organisations with responsibilities under the CDEM Act.

The monitoring and evaluation framework will be introduced alongside the Strategy when it comes in to force.

The Minister of Civil Defence will report to Cabinet on progress towards *Resilient New Zealand* every three years.

OVERVIEW OF THE NATIONAL CDEM STRATEGY

The National CDEM Strategy includes a vision, values and principles, as described in the previous section, and four goals with associated objectives, which are detailed on pages 10-14. How these components fit together is outlined in Figure 5 below. The goals and associated objectives are not presented in priority order.



Figure 5: The National CDEM Strategy framework

Goal One: Increasing community awareness, understanding, preparedness and participation in civil defence emergency management

A solid understanding of hazards and risks facing New Zealand will enable individuals and communities to actively participate in CDEM, particularly in decision-making. The first goal of the Strategy is therefore to encourage individuals to take responsibility for their own safety, and to work together to build resilience within their community and workplace.

Objective 1A: *Increasing the level of community awareness and understanding of the risks from hazards*

Resilient communities can only be built if there is knowledge and awareness of the New Zealand hazardscape. Before a community can reduce and manage its risks its members must first know what these risks are. Understanding of New Zealand's hazards will grow as a result of both national programmes that CDEM Groups can link in to, local community education programmes, and the promotion of relevant research findings.

Objective 1B: *Improving individual, community and business preparedness*

Individual, community and business action depends on a number of complex factors such as self-reliance, empowerment and belief that actions will actually make a difference. In the CDEM context this means that awareness and understanding of the risks we face is important but that individuals, communities and businesses also need to be aware of what they should do and why they should do it. We also have to recognise that different communities may have different needs, such as those with diverse populations, rural, isolated and otherwise at-risk sections of the community like children.

Objective 1C: *Improving community participation in CDEM*

Community participation is an integral part of CDEM, particularly at the local and regional level. CDEM in New Zealand has a long history of involving volunteers to assist with and support the important tasks of protecting and assisting communities in times of civil defence emergency. Volunteers are often among the first responders in a civil defence emergency. The continuing use and support of volunteers is critical for providing adequate community response to civil defence emergencies.

Objective 1D: *Encouraging and enabling wider community participation in hazard risk management decisions*

Communities that are aware of and understand the risks from hazards are better able to make decisions regarding the acceptability of the risks they face. Acceptable levels of risk will vary between communities, and for different hazards. It is important to facilitate understanding and participation by the wider community, particularly by at-risk groups such as rural and isolated communities.

Local government offers the principal means for communities to participate in CDEM decision-making through CDEM Group planning, Resource Management Act planning, local authority planning and the development of Long Term Council Community Plans (LTCCPs). MCDEM's role is to encourage effective processes at the local level, monitor progress and promote best practice. MCDEM aims to encourage CDEM Groups, local authorities and central government agencies to seek community input and participation in decisions regarding hazard risk management.

Goal Two: Reducing the risks from hazards to New Zealand

It is impossible to completely avoid or mitigate all risks from all hazards. However, the New Zealand CDEM arrangements provide a framework for risk mitigation. There are a multitude of risks that New Zealanders face in their everyday lives. Individuals, communities and the Government must consider the risks from hazards, in the context of the broad spectrum of community goals and aspirations.

Objective 2A: *Improving the coordination, promotion and accessibility of CDEM research*

Developing effective CDEM arrangements requires sound research. As the scope of CDEM includes all aspects of the 4Rs, research programmes must also reflect this approach. MCDEM is to work with national research policy and funding agencies, CDEM research providers and end-users to further clarify priorities, foster integrated research, and improve delivery and use of research outputs.

Objective 2B: *Developing a comprehensive understanding of New Zealand's hazardscape*

Understanding the New Zealand hazardscape is important for identifying and prioritising risk reduction activities and for informing readiness, response and recovery planning. This requires communities, central and local government agencies, hazard monitoring agencies, emergency services, lifeline utilities, businesses and volunteer agencies to work together to develop a better understanding of hazards and risks, and to develop more efficient and effective approaches to managing them.

Objective 2C: *Encouraging all CDEM stakeholders to reduce the risks from hazards to acceptable levels*

Reducing risk in communities can be as simple as safely securing home furniture to reduce earthquake damage, as promoted by the Earthquake Commission, or as complex as getting agreement for land-use controls within known hazard zones. Undertaking further risk reduction is also an important consideration during recovery. Across the spectrum, it is the responsibility of all CDEM stakeholders to take actions to reduce the risks from hazards.

Objective 2D: *Improving the coordination of government policy relevant to CDEM*

The Act encourages the coordination of legislation, policies and work programmes that affect CDEM. Activity in this area is necessary to avoid duplication, make the best use of resources and achieve best-possible integrated outcomes for CDEM. MCDEM and the Department of Internal Affairs have a leading role in ensuring that CDEM implications are taken into account in the wider government policy context.

Goal Three: Enhancing New Zealand's capability to manage civil defence emergencies

Notwithstanding efforts to reduce risk, civil defence emergencies will happen, and New Zealand must be prepared to manage them. This goal is for stakeholders that have responsibility under the CDEM Act to prepare for and respond to civil defence emergencies; local and central government, emergency services, and lifeline utilities.

The consistent message is the need for integration and cooperation across all stakeholders. New Zealand must make best use of its existing resources and planning arrangements, as we have only limited capacity to manage civil defence emergencies. We must also plan to give or receive any international assistance where necessary. The National CDEM Plan and CDEM Group plans play a key role in identifying areas of mutual benefit and cooperation, eliminating duplication or inefficient use of resources and identifying gaps in capacity at the local and national levels.

Objective 3A: *Promoting continuing and coordinated professional development in CDEM*

Competent people are essential when it comes to managing civil defence emergencies. Professional development aims to educate and train people in CDEM as well as enhance the skills of those already involved in CDEM. Enhancing professional development is also about drawing on knowledge and skills from elsewhere that are relevant to CDEM.

The coordination of professional development in CDEM will be achieved through a professional development framework developed with stakeholders and led by MCDEM, participation by stakeholders in CDEM exercises and liaison with education providers to develop and promote programmes that improve CDEM knowledge and practice.

Objective 3B: *Enhancing the ability of CDEM Groups to prepare for and manage civil defence emergencies*

Under the CDEM Act, each CDEM Group is responsible for managing civil defence emergencies in its region. CDEM Groups depend on assistance from the community, emergency services, lifeline utilities, government agencies and one another. MCDEM supports and assists CDEM Groups to carry out these functions. Integrated planning and coordination is therefore essential to assist CDEM Groups in preparing for and managing civil defence emergencies.

CDEM Groups are encouraged to participate as appropriate in CDEM exercises at a local, regional and national level. MCDEM will continue to support CDEM Groups through the development and promotion of best-practice CDEM techniques and guidelines.

Objective 3C: *Enhancing the ability of emergency services to prepare for and manage civil defence emergencies*

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

Emergency services are encouraged to participate as appropriate in CDEM exercises at local, regional and national levels. Emergency services are responsible for developing Coordinated Incident Management System (CIMS) practices as part of their Standard Operating Procedures and working with MCDEM, CDEM Groups and local authorities to develop a common framework for their involvement in CDEM planning, training, exercises and activations.

Objective 3D: *Enhancing the ability of lifeline utilities to prepare for and manage civil defence emergencies*

Lifeline utilities manage New Zealand's infrastructure, such as our road and rail networks, and provide essential services such as electricity, gas, water, wastewater, transportation, petroleum, broadcasting and telecommunications. Damage or

loss to infrastructure and essential services can severely disrupt people's lives and inhibit the ability of CDEM Groups to manage major events. Severe or prolonged disruption to infrastructure and essential services can also have negative impacts on the economy. The more reliant New Zealand is on infrastructure, the more vulnerable it is to infrastructure failure, either as a result of an external factor such as a natural hazard or due to internal causes such as a lack of maintenance.

Under section 60 of the CDEM Act, lifeline utilities are required to ensure that they are able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency.

Lifeline utilities are also encouraged to participate as appropriate in CDEM exercises at a local, regional and national level.

MCDEM will continue to support lifeline utilities to establish close planning and operational relationships between themselves and CDEM Groups and local authorities, through the development and promotion of best-practice CDEM techniques and guidelines. Key to this relationship is that each lifeline utility is able to exchange relevant information about their risk management processes and the key elements of their readiness, response and recovery arrangements. A solid relationship with CDEM Groups and national agencies will better enable lifeline utilities to carry out their role in protecting and restoring their services during and after a civil defence emergency.

In the response phase, MCDEM will also assist CDEM Groups to establish priorities for maintaining and restoring lifeline utilities, taking into account the particular event and local circumstances.

Objective 3E:
Enhancing the ability of government agencies to prepare for and manage civil defence emergencies

Government agencies have a number of roles and responsibilities in coordinating aspects of civil defence emergencies. These are detailed in the National CDEM Plan and Guide and in CDEM Group plans. Central government intervenes when an event is beyond the capacity of local resources.

While MCDEM is the lead agency for civil defence emergencies, other agencies lead other emergency events. For example, biosecurity emergencies are led by Biosecurity New Zealand, counter-terrorism emergencies by NZ Police and health emergencies are led by the Ministry of Health. Interdepartmental cooperation enhances central government's ability to prepare for and manage large-scale emergencies more effectively.

Government agencies are responsible under the CDEM Act for planning to function to the fullest possible extent during and after a civil defence emergency. Government agencies are also encouraged to participate as appropriate in CDEM exercises at a local, regional and national level and to participate in CDEM cluster groups, as required, for the purpose of coordinating advice to government and planning for civil defence emergencies.

Objective 3F:
Improving the ability of government to manage an event of national significance

An event of national significance, as defined in the Act, would have enormous short and long-term consequences for New Zealand. Central government plays a critical role in New Zealand's ability to manage a major civil defence emergency, but it is the responsibility of CDEM stakeholders at all levels to work together to plan for such events.

The National CDEM Plan states and provides for the hazards and risks to be managed at the national level and the CDEM arrangements necessary to address those hazards and risks. The National CDEM Plan also sets out how national and international support will be provided to the management of local events. Improvement in the ability of government to manage events of national significance will be achieved by the ongoing development, implementation and monitoring of the Plan and through agencies' participation in CDEM exercises.

The Plan also provides for the alignment of local, regional and national CDEM plans with the plans of lifeline utilities for effective situational management and control through agreed communication, activation and prioritisation processes.

Goal Four: Enhancing New Zealand's capability to recover from civil defence emergencies

Recovery is a key part of the comprehensive approach to CDEM. Effective recovery planning contributes to establishing recovery functions and arrangements prior to a civil defence emergency.

Good recovery planning can increase the speed by which communities can resume daily activities. Communities that can restore the everyday functions of life, with people returning to their homes, businesses reopening and children going back to school, will recover more quickly. The importance of reducing the long-term consequences of civil defence emergencies through sound recovery planning cannot be overstated.

Objective 4A:

Implementing effective recovery planning and activities in communities and across the social, economic, natural and built environments

In considering community needs, stakeholders should also consider ongoing hazard management. Recovery is not simply about restoration. In some cases, damage to the natural and built environment can provide opportunities to rebuild or relocate property and infrastructure in new ways or locations to reduce future risk.

Objective 4B:

Enhancing the ability of agencies to manage the recovery process

Recovery planning needs to be integrated and follow an all-agency approach. Those with relevant expertise, including government agencies, CDEM Groups, local authorities, lifeline utilities, research providers, insurance providers, communities, and individuals, all have a role to play in recovery activities, in both the planning and implementation stages.

GLOSSARY

The source of the definition is shown if it is other than the National CDEM Strategy.

4Rs means :

- (a) reduction (identifying and analysing long-term risks to human life and property from natural or non-natural hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring); and
- (b) readiness (developing operational systems and capabilities before a civil defence emergency happens, including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities, and other agencies); and
- (c) response (actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to help communities recover); and
- (d) recovery (the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community following a civil defence emergency).

[National CDEM Plan Order 2005 section 1]

Act (the Act) means the Civil Defence Emergency Management Act 2002 (CDEM Act).

Capability means the effectiveness of co operation and co ordination arrangements across agencies for the delivery of resources in the event of an emergency.

Capacity means the adequacy of resources in terms of quantity, and suitability of personnel, equipment, facilities and finances.

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

[CDEM Act 2002 section 4]

Civil defence emergency refers to the civil defence aspects of any emergency managed under the CDEM Act where emergency means a situation that :

- (a) *is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and*
- (b) *causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and*
- (c) *cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the Act.*

[CDEM Act 2002 section 4]

Civil defence emergency management has the same meaning as in section 4 of the CDEM Act, where the term :

- (a) *means the application of knowledge, measures, and practices that— are necessary or desirable for the safety of the public or property; and are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and*
- (b) *includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge and practices.*

[CDEM Act 2002 section 4]

Cluster means a group of CDEM agencies that interact to achieve common CDEM outcomes across reduction, readiness, response, and recovery in a co-ordinated manner.

[Guide to the National CDEM Plan section 11]

Director has the same meaning as in section 4 of the CDEM Act, where the term means :

the Director of Civil Defence Emergency Management appointed under section 8.

[CDEM Act 2002 section 4]

Emergency services has the same meaning as in section 4 of the CDEM Act, where the term means :

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

[CDEM Act 2002 section 4]

Guide (the Guide) means the Guide to the National Civil Defence Emergency Management Plan that is referred to in the National CDEM Plan and approved by government.

Hazard has the same meaning as in section 4 of the CDEM Act, where it means : *something that may cause, or contribute substantially to the cause of, an emergency.*
[CDEM Act 2002 section 4]

Hazardscape means the natural processes and events, and human actions that may cause harm or disruption to people's lives and livelihoods.

Lead agency means the organisation with current responsibility for managing an emergency.
[Guide to the National CDEM Plan section 1.8.2]

Lifeline utility has the same meaning as in section 4 of the CDEM Act, where it means : *an entity named or described in Part A of Schedule 1, or that carries on a business described in Part B of Schedule 1.*
[CDEM Act 2002 section 4]

Local Authority means a regional council or territorial authority.
[Local Government Act 2002]

Minister has the same meaning as in section 4 of the CDEM Act, where it means : *subject to any enactment, the Minister of the Crown who, with the authority of the Prime Minister, is for the time being responsible for administration of this Act.*
[CDEM Act 2002 section 4]

National significance has the same meaning as in section 4 of the CDEM Act, where the term : *includes, without limitation, any case where the Minister or the Director considers that—*

- (a) *there is widespread public concern or interest; or*
- (b) *there is likely to be significant use of resources; or*
- (c) *it is likely that the area of more than 1 Civil Defence Emergency Management Group will be affected; or*

- (d) *it affects or is likely to affect or is relevant to New Zealand's international obligations; or*
 - (e) *it involves or is likely to involve technology, processes, or methods that are new to New Zealand; or*
 - (f) *it results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).*
- [CDEM Act 2002 section 4]

Plan (the Plan) means the National Civil Defence Emergency Management Plan.
[CDEM Act 2002 section 4]

Risk has the same meaning as in section 4 of the CDEM Act, where it means : *the likelihood and consequences of a hazard*
[CDEM Act 2002 section 4]

Strategy (the Strategy) means the National Civil Defence Emergency Management Strategy completed under section 31 of the CDEM Act.
[CDEM Act 2002 section 4]

Territorial authority means a city council or a district council named in Part 2 of Schedule 2 of the Local Government Act 2002.
[Local Government Act 2002]



New Zealand Government