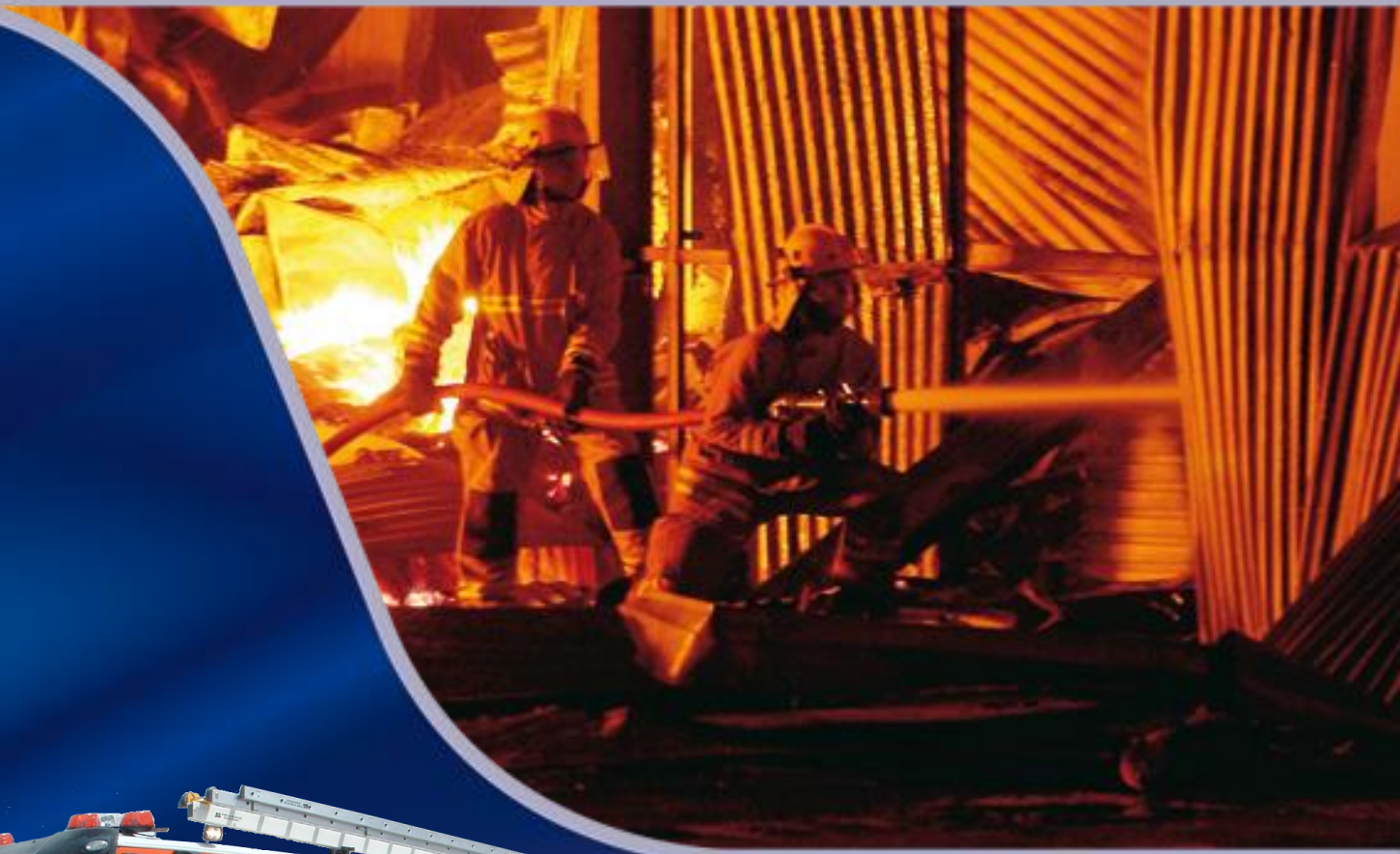




NEW ZEALAND
**FIRE
SERVICE**
Whakarātonga Iwi

NZFS Guide to Civil Defence Emergency Management

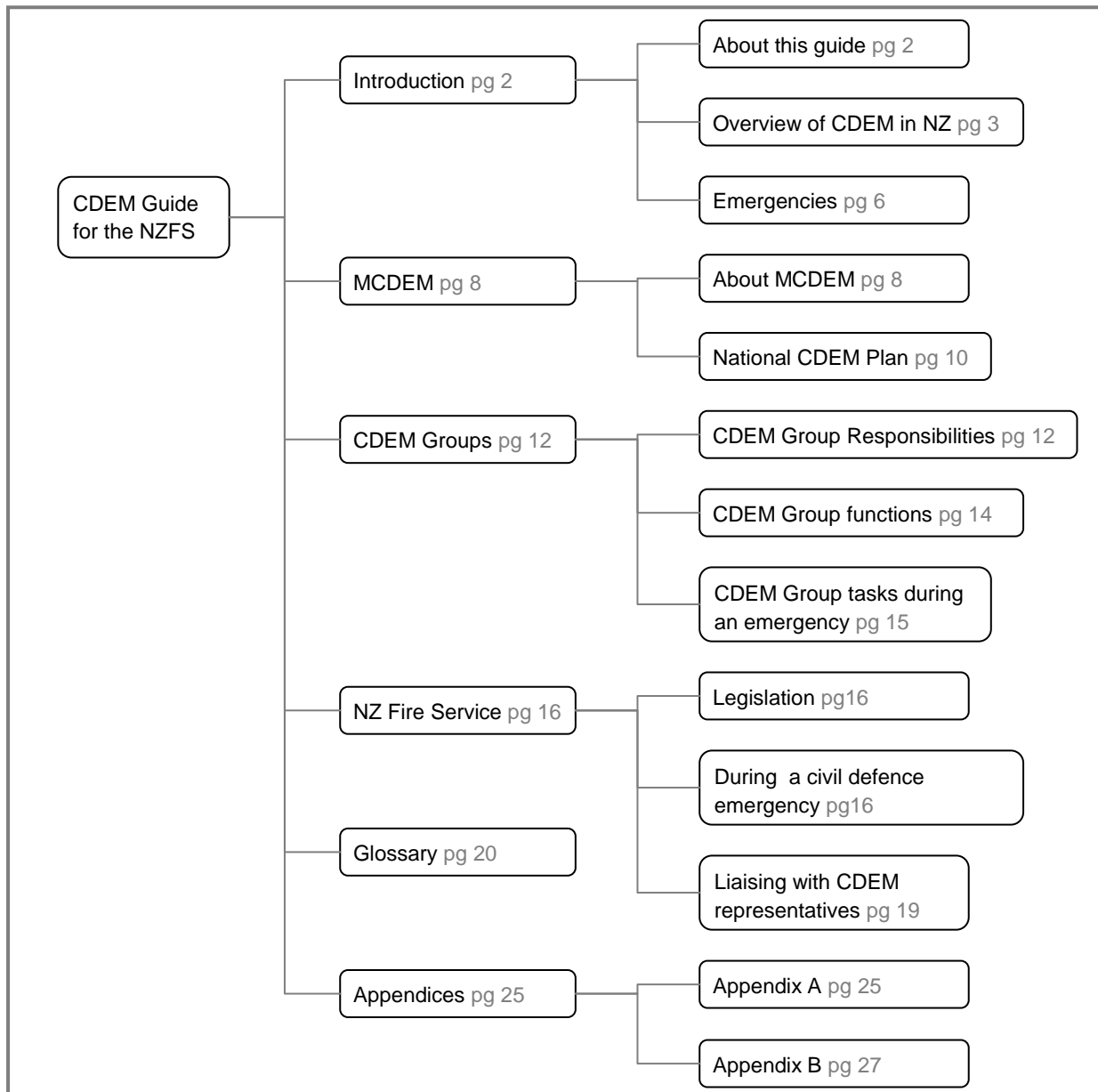


Special Operations
Department of Operations and Training

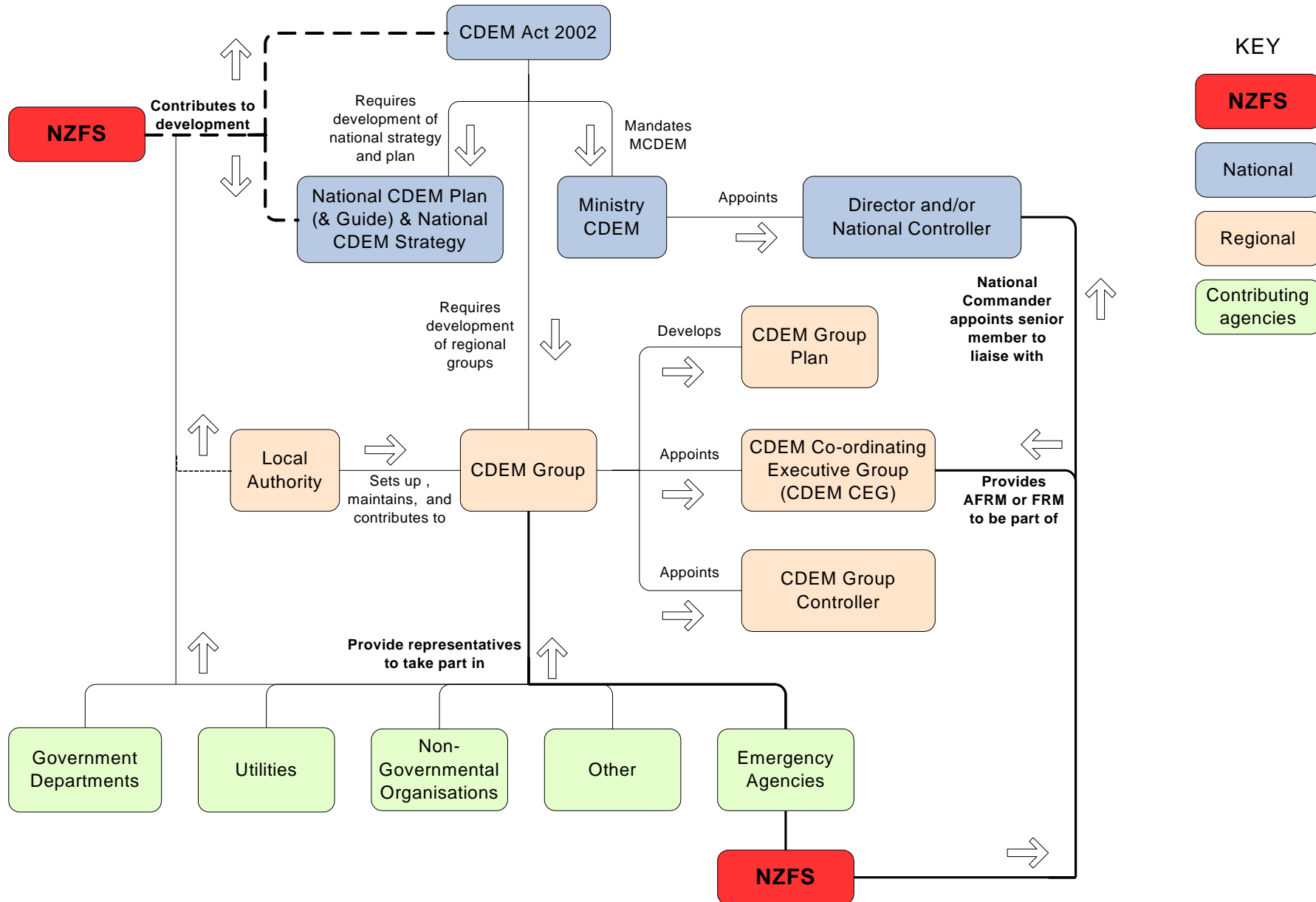
Introduction

About this Guide

Background	NZFS is an active participant within the CDEM framework. The information in this guide is important to all NZFS personnel, especially those who participate in CDEM related activities.
Purpose	The purpose of this guide is to provide information on Civil Defence and Emergency Management (CDEM) for NZFS personnel.
Glossary	There is glossary of terms on page 20. Some of these terms are not in common use in the NZFS; others have slightly different meanings to those used in the NZFS.
Content	The following diagram shows the contents of this guide:



Overview of CDEM in New Zealand



Overview of CDEM in New Zealand

This section contains background information on CDEM.

The diagram on the previous page shows an overview of CDEM in New Zealand.

CDEM	<p>CDEM is the application of knowledge, measures, and practices that:</p> <ul style="list-style-type: none"> • are necessary or desirable for the safety of the public or property • are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency • include the planning, organisation, co-ordination, and implementation of those measures, knowledge, and practices.
-------------	--

CDEM Act 2002	<p>CDEM in New Zealand is governed by the Civil Defence Emergency Management Act 2002 ('the Act'), which came into force on 1 December 2002.</p>
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The Act provides for the establishment of :

- a national strategy
- a national plan for emergency management (National CDEM Plan)
- regional Civil Defence Emergency Management Groups (CDEM Groups), which:
 - produce emergency management plans for their area
 - become active when emergencies occur that are beyond the usual scope of the emergency services.

National CDEM Plan	<p>The National CDEM Plan ('the Plan') is one of the requirements of the Act.</p>
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It is created by MCDEM with input from other agencies that contribute to CDEM (refer to the diagram on page 3).

Guide to the National CDEM Plan	<p><i>The Guide to the National CDEM Plan</i> ('the Guide') accompanies the Plan.</p>
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The purpose of the Guide is to assist and support New Zealand agencies to achieve the purpose and objectives of the Plan.

4Rs

The four R's are used regularly throughout disaster management to delineate between roles and functions at different times in the CDEM process. The 4Rs are used by the NZFS.

The 4 Rs are:

Reduction- identifying, eliminating or reducing risks and hazards.

Readiness- being operationally prepared before an event occurs.

Response- actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to minimise long term effects.

Recovery- the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community.

Note: 'recovery' differs from the NZFS use. In the NZFS it usually refers to 'making up' at the end of an event.

Civil defence-controlled emergencies

Civil defence-controlled emergencies involve large-scale incidents that exceed the capability of emergency services. For example:

- earthquakes
- storms
- serious fires
- epidemics.

CIMS

Co-ordinated Incident Management System (CIMS) is used to support command and control during civil defence emergencies.

Lead agencies

For a civil defence emergency at a:

- national level, the lead agency is MCDEM
- local level, the lead agency is the CDEM Group.

Beyond legislative requirements

Specific roles and responsibilities are established by the Act and the Plan.

In addition, agencies make commitments beyond their legislated responsibilities in order to reduce the impact of an emergency.

The acceptance of these roles and responsibilities by both public and private sector organisations is a key element in CDEM planning.

Emergencies

Levels of emergency

There are 5 levels of emergency response described in the Plan. Appendix B, page 27, summarises the features of the different levels.

These levels provide the basis for a common understanding of CDEM operations. The correlation between the CDEM Group levels and the levels in the Plan are shown in Appendix A, page 25.

Declaration of emergency

If the impacts on the community:

- cannot be dealt with by emergency services, AND/OR
- require a significant or co-ordinated response
- require a power conferred by invoking the Act,

a declaration may be made under the Act to formally invoke the powers of the Act and the provisions of the Plan.

Note: at some events the CDEM structures may be used without a declaration being made.

Duration of States of Emergency

A state of emergency comes into force:

- immediately it is declared , OR
- at a later time stated in the declaration.

It expires at the:

- beginning of the seventh day after the declaration, OR
- at an earlier time stated in the declaration.

A state of emergency can be extended by any period before the declaration expires.

The declaration can be terminated or extended by any person who is authorised to declare it.

(Refer the Act (s70-72)).

**Local, regional
or national**

Declared states of emergency may be local, regional, or national.
Here is a summary of the features of each:

If	believes that	Then that person may
<ul style="list-style-type: none"> • The Minister 	<p>that an emergency:</p> <ul style="list-style-type: none"> • has occurred • may occur <p>and the emergency is, or is likely to be:</p> <ul style="list-style-type: none"> • beyond the resources of the CDEM Groups involved 	<p>declare a state of national emergency:</p> <ul style="list-style-type: none"> • over the whole of New Zealand <p>OR</p> <ul style="list-style-type: none"> • the affected area(s).
<ul style="list-style-type: none"> • the Minister OR • a person authorised by a CDEM Group <p>OR</p> <ul style="list-style-type: none"> • a Mayor (local only) 	<p>EITHER</p> <p>an emergency:</p> <ul style="list-style-type: none"> • has occurred in the area • may occur in the area <p>OR</p> <p>the resources of that area are needed to assist a state of local emergency in another area,</p>	<p>declare a state of local or regional emergency.</p>

Refer to the Act (s25, 66(1), 68(1), 68(3), 69(1))

Ministry of Civil Defence & Emergency Management

About MCDEM

Ministry of CDEM

Since its establishment in 1999, the main aim of the Ministry (MCDEM) has been to work with its stakeholders to create a new way of thinking about civil defence and emergency management, building on existing civil defence practice.

The Ministry's role is to:

- provide strategic policy advice on New Zealand's capability to manage and be resilient to the social and economic costs of disasters
- ensure the establishment of structures to provide the capability to manage and respond to disasters in New Zealand
- provide support to sector stakeholders in their delivery of civil defence emergency management
- ensure a co-ordinated approach, at both national and community level to planning for reduction, readiness, response, and recovery
- manage central government response and recovery functions for large scale events that are beyond the capacity of local authorities.

At an operational level, MCDEM is the national lead agency.

National level

The Act allows for the national management of civil defence emergencies via:

- MCDEM
- Director
- the Plan
- the Guide.

Director CDEM

The Director of Civil Defence Emergency Management is:

- appointed by the Minister of Civil Defence
- responsible for CDEM at a national level.

The Director may appoint a National Controller.

During a state of national emergency, the Director directs and controls the resources available for carrying out CDEM. The Director can delegate these powers to a National Controller.

Powers of the Director and National Controller

During a state of national emergency, the Director of CDEM can:

- direct and control the resources available for CDEM
- co-ordinate the use of, and use, all resources made available by departments, CDEM Groups, emergency services, the New Zealand Defence Force and other people, in particular and without limitation for:
 - providing transport
 - removing endangered people and casualties from the area to safety or hospitals
 - providing medical care and attention to casualties
 - relieving distress and suffering
 - accommodating, feeding, caring for and protecting people
 - providing other services necessary to restore community services and provide for the welfare of the public
- control the exercise and performance of the functions, duties, and powers of CDEM Groups and Controllers.

If a person refuses to provide information that is urgently needed to prevent or limit the emergency, and:

- a state of emergency is in force, OR
- the Director or National Controller considers that an imminent threat of an emergency exists,

the Director or National Controller can obtain a warrant authorising the police to obtain that information. (Refer to the Act (s78)).

National Crisis Management Centre

The National Crisis Management Centre (NCCMC) is activated during civil defence emergencies to co-ordinate national management during and following the event.

The NCCMC is also activated when it is monitoring events, either at a national or local level.

National CDEM Plan

National CDEM Plan	The Act (s39, 44) requires that there is a National Civil Defence Emergency Management Plan ('the Plan').
Functions of the Plan	<p>The Plan:</p> <ul style="list-style-type: none"> • identifies national hazards and risks, and what is required to manage them • provides for the co-ordination of civil defence emergency management during a state of national emergency.
Contributors	<p>The Plan was developed by MCDEM and key stakeholders including:</p> <ul style="list-style-type: none"> • representatives from CDEM Groups • local authorities • emergency services • government agencies • lifeline utilities. <p>(Refer to diagram on page 2).</p>
Objectives of the Plan	<p>The objectives of the Plan are to provide the following through a planned and co-ordinated whole-of-government response:</p> <ul style="list-style-type: none"> • effective management of: <ul style="list-style-type: none"> - declared states of national emergency - national support in states of local emergency • effective recovery from: <ul style="list-style-type: none"> - states of national emergency - civil defence emergencies of national significance.
Premises of the Plan	<p>The Plan is based on the following key premises:</p> <ul style="list-style-type: none"> • reduction, readiness, response and recovery arrangements are necessary to address hazards and risks • risk can remain after the application of reduction measures • there will be hazard events with severe consequences that will have to be managed as emergencies • some emergencies may require national management • the CDEM arrangements necessary for national management of a civil defence emergency are the generic functions of the Plan.

National Management

The concept of national management in the Plan allows for the:

- national management of functions of a civil defence emergency. This includes such functions as the national CDEM warning system, the national exercise programme, and providing government financial support
- national support of a local state of emergency. National support of local management involves the decentralised approach required by the Act. The management is predominantly local with national support, and could involve local recovery
- management of a state of national emergency. If a state of national emergency is declared, the National Controller co-ordinates operations. Group Controllers will co-ordinate strategic and operational responses in their regions in line with the direction of the National Controller.

In addition, an emergency could occur where virtually all decisions are managed at the national level. No CDEM hazard or risk has currently been identified that requires this approach.

Other emergency situations

In some circumstances, agencies may manage emergencies using the Plan in combination with their own emergency management plans.

The arrangements set out in the Plan may be used to support efforts to manage other emergencies (for example, an emergency managed by a lead agency other than MCDEM).

CDEM Groups

Setting up CDEM Groups

The local authority/authorities is/are responsible for setting up a Civil Defence Emergency Management Group (CDEM Group) in each region.

The regional council has responsibility for administering the CDEM Group.

Some local authorities have united to create groups that cover more than one region. The areas covered by the different CDEM Groups are listed in Appendix A, page 25. The boundaries of the areas will be defined in each CDEM Group's Plan.

CDEM Group members

The CDEM Group comprises representatives from the authorities and agencies in the area that contribute to CDEM.

The agencies are shown (in green) on the diagram on page 3.

Each local authority in the region provides a representative (their Chief Executive, or their Chief Executive's delegated elected representative).

CDEM Group responsibilities

The CDEM Group has legislated responsibilities. These include:

CDEM Group Plan

The CDEM Group is responsible for writing a CDEM Group Plan for their area.

Group Controller

The CDEM Group is responsible for appointing a Group Controller.

During a state of local emergency, the Controller directs and co-ordinates all the resources made available by departments, CDEM Groups and others. (Refer to the Act (s26, 28)).

Local Controller

A CDEM Group may choose to appoint a Local Controller to carry out any of the duties of the Group Controller. (Refer to the Act (s27)).

In an emergency, the Local Controller must follow the directions of the Group Controller.

**Coordinating
Executive Group**

Each CDEM Group must establish and maintain a Civil Defence Emergency Management Co-ordinating Executive Group (CDEM CEG). (Refer to the Act (s20)).

CDEM CEG members include representatives from the:

- local authority/authorities
- Police
- NZFS
- hospitals and health services.

The CDEM CEG is responsible for:

- advising the CDEM Group
- implementing its (the CEGs) decisions
- overseeing all aspects of the CDEM Group Plan.

**Emergency
Operations
Centre**

The Emergency Operations Centre (EOC) is activated during civil defence emergencies and is the site where the CDEM Group gather to:

- monitor AND/OR
- co-ordinate local or regional management

as required during and following the event.

EOCs may be regional or local, and placement varies between the CDEM areas.

CDEM Group Functions

Some of the legislated functions of a CDEM Group (refer to the Act (s17)) can be divided into the 4Rs:

Reduction

The CDEM Group's reduction functions within their area are:

- identifying, assessing and managing hazards and risks
- consulting and communicating about the hazards and risks
- identifying and implementing cost-effective risk reduction.

Readiness

At a national level, the CDEM Group's readiness function is:

- participating in developing the national civil defence emergency management strategy and the Plan.

Within its area, the CDEM Group's readiness functions are:

- developing, approving, implementing, and monitoring a CDEM Group Plan and regularly reviewing it
- maintaining and providing effective civil defence emergency management. This includes maintaining and providing:
 - suitably trained and competent personnel
 - material, services, information and any other resources
- promoting civil defence emergency management that is consistent with the purposes of the Act
- promoting and raising public awareness of, and compliance with:
 - the Act
 - legislative provisions relevant to the purpose of the Act.

Response

The CDEM Group's response functions are:

- responding, and managing the adverse effects of emergencies in its area
- when requested, helping other Groups to implement civil defence emergency management in their areas.

Recovery

The CDEM Group's recovery function is:

- carrying out recovery activities.
-

CDEM Group's Tasks during an Emergency

CDEM Group

While a state of emergency is in force in its area, a CDEM Group can:

- carry out works, clear roads and other public places, and deal with dangerous structures and materials
 - rescue endangered people and move them to safety
 - set up first aid posts, provide first aid to casualties and move them to a place of treatment or to safety
 - relieve distress by providing, for example, emergency food, clothing and shelter
 - provide for the conservation and supply of food, fuel and other essential supplies
 - where necessary, prohibit or regulate land, air, and water traffic within the area
 - if urgently necessary for public health, undertake emergency measures for the disposal of dead people or animals
 - disseminate information and advice to the public
 - enter into arrangements, including employment arrangements, with any person for the purpose of managing the emergency
 - provide equipment, accommodation, and facilities for the exercise of any of the above powers.
-

NZFS and CDEM

Legislation

NZFS and the Act

The Act (s59) requires the NZFS (as an 'emergency service') to:

- plan for functioning during and after an emergency
- develop, review, and improve our plans for emergencies.

At times of emergencies the Act requires the NZFS to:

- function to the fullest possible extent (even though this may be at a reduced level)
- respond to the emergency as required.

The NZFS has obligations under our own legislation to deal with hazards and consequences. The Act and Plan do not affect these obligations.

Authority for Chief Fire Officers

Section 28 of the Fire Service Act 1975 confers authority on the Chief Fire Officer of the fire district, or, if absent, the Deputy Chief Fire Officer, or, in the absence of both, the person for the time being who is in charge of a fire incident or other emergency, to direct those under that officer's control to do whatever is necessary, within reason, for the protection of life and property.

Authority for Principal Rural Fire Officers

Under section 36 of the Forest and Rural Fires Act 1977, Principal Fire Officers of Fire Authorities have power to control fires occurring within their districts.

If a regional fire emergency exists under section 39 of the Forest and Rural Fires Act 1977, the National Rural Fire Officer may in the public interest take charge or appoint a Principal Rural Fire Officer or other appropriate Fire Officer to take charge for the duration of the emergency.

During a civil defence emergency

CIMS

Emergency services should use CIMS structures and processes during a civil defence emergency.

Chief Fire Officer

The command of any brigade(s) in a particular urban locality is vested in the Chief Fire Officer of the Fire District (including any protected area).

Chief Fire Officers in charge of NZFS brigades will request reinforcements through their normal operational channels.

Declared emergencies

On the declaration of a civil defence emergency, ***no additional powers or authority are conferred on the fire services***. Rather, they continue to operate under the relevant sections of their respective Acts.

The NZFS's responsibilities are in no way transferred or modified by the declaration of state of emergency (staff continue to work under their service's command structures and established procedures).

National emergencies

In a state of national emergency, the National Commander of the NZFS, or the National Commander's designated representative, is responsible (subject to memoranda of understanding between the fire service parties) to the Director for the mobilisation, co-ordination, and control of the NZFS.

The National Commander, or the National Commander's designated representative, must be located, if required, in NCMC.

Principal Tasks

The principal tasks of the NZFS in a civil defence emergency are as follows:

- firefighting - to control, contain, and extinguish fires
- containment of releases and spillages of hazardous substances
- Urban Search And Rescue (USAR)- the NZFS is formally recognised as having the resources for the operational co-ordination of urban search and rescue within New Zealand; the capability to carry out urban search and rescue includes the national support team, USAR task forces (consisting of technicians, medical staff, engineers, and search dogs), and those registered response teams with light USAR capabilities
- limitation of damage - salvage of essential material from endangered locations
- redistribution of water for specific needs - preservation of health and hygiene in stricken areas.

Supporting tasks

To support these roles, the NZFS can:

- temporarily re-establish piped water through use of its pumps and hoses
- provide Internet-based mapping tools and operational data
- supply equipment to NCMC so that the computer-aided dispatch systems of the NZFS can be used
- act to prevent fires and protect vital services and supplies
- advise emergency management offices on matters within NZFS expertise.

Urban Search and Rescue

In the event of an emergency necessitating the use of Urban Search and Rescue(USAR) teams the NZFS will:

- deploy representatives from the Urban Search and Rescue National Support Team (USAR NST) to co-ordinate operational activities.

Members of the USAR NST will:

- be sent as appropriate to:
 - affected regions
 - NCMC
 - EOCs
- work in conjunction with representatives from the United Nations Disaster Assessment and Co-ordination (UNDAC) team where deployed.

Requesting a declaration

If the OIC Fire, or other senior member of the NZFS, decides that an event meets the criteria for declaring an emergency (listed on page 6), then the OIC Fire requests the Local or Group Controller to consider declaring of a state of emergency for the affected area.

The OIC Fire notifies the National Commander if:

- liaison has been established for a significant or co-ordinated response, OR
- a declaration has been made, OR
- a declaration has been requested by the OIC Fire.

NZFS and Public Information

The NZFS:

- co-ordinates the release of information about its operations with other agencies.

The NZFS liaison officers (described in following section):

- work in conjunction with appointees of local, group, and national controllers to ensure that messages released to the public are timely, complete, and accurate
 - closely monitor media coverage of NZFS field operations to verify the accuracy and appropriateness of reports.
-

Liaising with CDEM representatives

When the nature or magnitude of an event is so great that it requires a significant or co-ordinated response, the emergency service or other response organisation liaises with the CDEM Group or National Controller.

Liaison officers	<p>In the event that an Emergency Operations Centre (EOC) or the National Crisis Management Centre (NCMC) is activated, an NZFS liaison officer will be appointed to provide advice to the National Controller, Group Controller and Local Controller on actual and intended NZFS operations, including priorities.</p> <p>In addition to fulfilling the activities identified in clause 26 of the Plan, the appointed NZFS liaison officer will have the authority to address:</p> <ul style="list-style-type: none"> • operational capabilities and limitations • operational priorities • the availability and commitment of resources. <p>The main liaison roles are listed in the following three paragraphs.</p>
National Commander	<p>The National Commander of the NZFS, or the Commander's designated representative (typically from the National Commander's group):</p> <ul style="list-style-type: none"> • is the NZFS adviser to the National Controller • advises on NZFS operations, priorities, and resources required to continue operations.
Assistant Fire Region Manager	<p>The Assistant Fire Region Manager, or Fire Region Manager, is assigned to the CDEM CEG to provide regional liaison.</p>
Principal Rural Fire Officers	<p>If a civil defence emergency is declared in a Rural Fire Authority's area in response to a rural fire, the relevant controller will initiate appropriate liaison with the Principal Rural Fire Officer.</p>

At national level each chief executive or national commander of each emergency service appoints a senior officer to liaise with the National Controller or designated staff within NCMC (these liaison officers must have authority to co-ordinate the activities of their own services).

Glossary

4Rs

The four R's are used regularly throughout disaster management documentation, and are terms used in the NZFS.

The 4 Rs are:

Reduction- identifying, eliminating or reducing risks and hazards

Readiness- being operationally prepared before an event occurs

Response- actions taken immediately before, during, or directly after a civil defence emergency to save lives and property, and to minimise long term effects.

Recovery- the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of a community.

agencies

Agencies includes:

- government agencies, including public service departments, non-public service departments, Crown entities, and Offices of Parliament
- non-governmental organisations
- lifeline utilities.

Note: NZ Fire Service Commission is a Crown entity.

CDEM

Civil Defence Emergency Management (CDEM) is the application of knowledge, measures, and practices that:

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

Coordinating Executive Group

Each CDEM Group must establish and maintain a Civil Defence Emergency Management Co-ordinating Executive Group (CDEM CEG), whose members include representatives from the local authority, police, NZFS, and hospital and health services. The executive group is responsible for advising the Group, implementing its decisions and overseeing all aspects of the CDEM Group Plan. (Refer to the Act (s20)).

Departments	<p>'Departments' refers to any government departments that have responsibilities under the Act (s58), and are defined by the State Sector Act 1988.</p> <p>Some Departments have specific responsibilities different phases of different emergencies.</p> <p>For example, the Ministry of Agriculture and Fisheries would have responsibilities in the response phase if there was an emergency resulting from a crop infestation, and Housing NZ Corporation will have responsibilities in the recovery phase of any CDEM emergencies where people are homeless as a consequence of the event.</p>
DESC	<p>DESC stands for the system of domestic and external security coordination, and is used by the Government to manage all national crises.</p>
Director CDEM	<p>The Director of CDEM is appointed by the CDEM minister.</p> <p>The Director is responsible for civil defence emergency management at a national level.</p>
Emergency	<p>An 'emergency' as used in CDEM is any situation that:</p> <ul style="list-style-type: none"> • in any way endangers the safety of the public or property in New Zealand • *requires a significant and co-ordinated response under the Act (including those that require this because they are beyond the general business of the emergency services). <p>An emergency can be the result of any happening, natural or otherwise. Some examples are:</p> <ul style="list-style-type: none"> • explosion • earthquake • eruption • flood • serious fire • leakage or spillage of a dangerous gas or substance • technological failure • infestation or plague • epidemic • failure of or disruption to an emergency service or a lifeline utility • actual or imminent attack or warlike act. <p>(Refer to the Act (s4)).</p>

Emergency services

Emergency services include:

- Fire
- Police
- Ambulance
- *Ministry of Health.

They have responsibilities under the Act (s63), and other legislation (listed in *The Guide* s6)

Note: The Ministry of Defence is not described as an emergency service under the Act, though it is a primary support service.

'Fire service'

In the Act, the Plan, and the Guide, 'fire service' includes:

- New Zealand Fire Service (referred to as NZFS in this document for clarity)
- National Rural Fire Authority
- rural fire authorities
- airport rescue fire services
- New Zealand Defence Force
- industrial fire brigades registered under Fire Service Act 1975 (s36)
- other fire service resources owned by private organisations.

Group Controller

Each CDEM Group appoints a Group Controller.

During a state of local or regional emergency, the Controller directs and co-ordinates all the resources made available by departments, CDEM Groups and others. (Refer to the Act (s26 – s28)).

Lead agency

A lead agency is the government department/agency that has a statutory responsibility to manage the emergency.

National emergencies are managed by a lead agency, which may be assisted by support agencies.

Lifeline utilities	<p>Lifeline utilities are businesses that provide essential services to the community that are required during the response and recovery phases of an emergency. Some examples of these are:</p> <ul style="list-style-type: none"> • transportation infrastructure (road, sea and air) • water supply • sewerage and drainage systems • energy • telecommunications. <p>Refer Schedule 1 of the Act for a full list of Lifeline utilities. (Also refer to the Act (s60), and the Plan (c33-35)).</p>
Local Authorities	<p>Local authorities include city, district, and regional councils (known as regional councils, territorial authorities, and unitary authorities).</p> <p>If there is more than one local authority in a region they all contribute to the CDEM Group.</p> <p>Local authorities have specific requirements under the Act, including forming and maintaining a CDEM Group in their region.</p>
Local Controller	<p>A CDEM Group may appoint a Local Controller to carry out any of the duties of the Group Controller. A Local Controller operates locally, rather than regionally.</p>
MCDEM	<p>MCDEM stands for the Ministry of Civil Defence & Emergency Management, which is the agency in central government that co-ordinates the CDEM necessary during:</p> <ul style="list-style-type: none"> • states of national emergency , OR • civil defence emergencies of national significance.
National CDEM Plan	<p>The Act requires that there is a National Civil Defence Emergency Management Plan ('the Plan').</p> <p>The Plan identifies and provides for:</p> <ul style="list-style-type: none"> • national hazards and risks, and what is required to manage them • the Plan's objectives and how they relate to the national civil defence emergency management strategy • the co-ordination of civil defence emergency management during a state of national emergency.

National significance

'National significance' includes, without limitation, any case where the Minister or Director considers that it is, or is likely to:

- cause widespread public concern or interest
- involve significant use of resource
- affect more than one CDEM Group
- affect or be relevant to New Zealand's international obligations
- involve technology, processes, or methods that are new to New Zealand
- result in or contribute to significant or irreversible changes to the environment (including the global environment).

NCMC

NCMC stands for National Crisis Management Centre, and its headquarters are at 'the Beehive'.

Non-Governmental Organisations

Non-Governmental Organisations (NGOs) have substantial variations in mandate, funding, scope and geographic spread, and so are not identified as lead agencies in CDEM.

However, NGOs support lead agencies and are a vital component in the national and local response to, and recovery from, emergencies.

Recovery activities

'Recovery activities' means activities carried out under this Act or any CDEM Plan after an emergency occurs. Some examples are:

- assessing needs
- co-ordinating resources
- rehabilitating and restoring
- initiating new measures to reduce hazards and risks.

Support agencies

A support agency is any agency that assists the lead agency during an emergency.

Support agencies are determined by the consequences of the emergency.

MCDEM and CDEM Groups can use arrangements under the Act, the Plan, and/or a CDEM Group Plan to support another lead agency.

As an emergency situation changes, the support agencies may change.

Appendices

Appendix A –CDEM Groups’ levels of emergency

CDEM Groups apply a range of variations to the five levels of emergency response, as shown below:

National CDEM levels	1	2	3	4	5
CDEM Areas					
Northland	1	2	3	4	5
Auckland	1	2	3	4	5
Waikato	1	2	3	4	5
Bay of Plenty	1	2	3	4	5
Gisbourne	1		2		3
Hawke’s Bay	Though not stated in the Group Plan there is a natural division from engaging in a Non-declared event to declaring a state of local emergency and a state of national emergency.				
Taranaki	Though not stated in the Group Plan there is a natural division from engaging in a Non-declared event to declaring a state of local emergency and a state of national emergency.				
Manawatu/ Wanganui	Minor	Medium	Major	Regional significant	
Wellington	1	2	3	4	5
Nelson/ Tasman	1	2	N/A	4	5
Marlborough	1	2	3		
West Coast	1	2	3	4	5
Canterbury	1	2	3	4	5
Otago	Non-declared		Ward/district/s declaration/s	Group declaration	National declaration
Southland	1	2	3	4	5
Chatham Is.	1		2		3

While all responding agencies view levels of response differently in respect of the various types of emergencies, there are similarities and overlaps.

This table shows the alignments between levels of engagement between agencies in managing emergencies:

Environment	Status	CDEM Groups	NCMC/MCDEM	MOH	MSA	NZFS	NZDF
Threat	Alert	Alert/Advisory	Alert/Advisory	White			
	Standby	Standby	Standby	Yellow		Standby	Prelim Liaison
Impact	Activate	Level 1		Red	Tier 1	1 ↓ Alarm 5	Phase 1 Initial response
		Level 2	Mode 1 Monitor		Tier 2		Phase 2 Response/Recovery
		Level 3	Mode 2 Engage				
		Level 4	Mode 3 Assist		Tier 3		Phase 3 Redeployment
		Level 5	Mode 4 Manage				
Post impact	Stand down			Green		Stand down	

Note: This table cannot be read in a linear approach as responding agencies may be at different levels at different times, depending on the type of emergency, their function and their degree of involvement.

Appendix B Features of different levels of emergencies

It is important to note that the levels are guidelines only; the divisions are, to some degree, arbitrary. Features can cross into adjacent levels depending on the nature of the event itself, and which area the event is occurring in.

	1	2	3	4	5
Defined by	Single agency	Multi agency	<ul style="list-style-type: none"> Declared for locality*, or Beyond level 2, CDEM Group will support but not lead <p>*less than CDEM Group area</p>	<ul style="list-style-type: none"> CDEM Group lead National support 	<ul style="list-style-type: none"> Determined by Director to be of 'National significance' MCDEM lead
Area	Local	Local	Local	Regional	National
Lead by	Incident Controller (IC) from single agency	Incident Controller (IC) from lead agency	<ul style="list-style-type: none"> Incident Controller (IC) from lead agency, or Local Controller 	CDEM Group Controller	<ul style="list-style-type: none"> MCDEM Director, or National Controller
Fire Ambulance Police	<ul style="list-style-type: none"> Single agency service will lead May be assisted by other agencies, using CIMS 	<ul style="list-style-type: none"> Most relevant agency will lead Other agencies will work alongside, using CIMS 	Lead agency may provide Incident Controller	<ul style="list-style-type: none"> Follow the Group Plan Agency representatives participate in CDEM Group 	<ul style="list-style-type: none"> Follow the Group Plan Agency representatives participate in CDEM Group
Declaration	None	None	<ul style="list-style-type: none"> None, or no more than one local <p>Declared by :</p> <ul style="list-style-type: none"> Local Controller, or Mayor 	<ul style="list-style-type: none"> Regional declaration* <p>Declared by:</p> <ul style="list-style-type: none"> Group Controller, or Mayor <p>*More than one local automatically becomes regional</p>	<ul style="list-style-type: none"> National declaration* <p>Declared by</p> <ul style="list-style-type: none"> Director, or National Controller <p>*supersedes related regional declarations</p>
National Controller	May monitor	May monitor	May monitor	Will monitor and support	Leads
CDEM Group	None	None	May assist, but doesn't lead	Leads	Co-ordinates regionally

