

APPENDIX 3

Civil Defence and Emergency Management

The Civil Defence Emergency Management Act 2002 came into effect on the 1st December 2002 and replaced the Civil Defence Act 1983

*The following information is also available at www.civildefence.govt.nz
For full information refer to the CDEM Act 2002 page.*

Principal Provisions of the new CDEM Act 2002

- This new act updates and redefines the duties, functions and powers of central government, local government, emergency services, lifeline utilities and the general public.
- The new Act ushers in a regime of comprehensive and integrated management with emphasis on the 4R's (Reduction, Readiness, Response and Recovery).
- A synopsis of the key provisions of the Act is set out below from 1 – 9. More detail is available from the relevant website page.

1. Purpose of the CDEM Act 2002

The CDEM Act 2002 improves and promotes:

- the reduction of risks through partnerships with communities
- the reduction of community disruption from avoidable hazards and risks
- the reduction of fiscal risks from the costs of disruption
- more effective and efficient emergency readiness, response and recovery through the integrated activities of responsible agencies and relevant disciplines
- a culture, processes and structures that encourage and enable people and communities to undertake risk management, build operational capabilities for response and recover from emergencies.

2. Other Relevant Matters

The purpose of the CDEM Act 2002 is to:

- improve and promote the sustainable management of hazards to contribute to well-being, the safety of the public and the protection of property
- encourage and enable communities to achieve acceptable levels of risk by applying risk management
- provide for planning and preparation for emergencies and response and recovery in the event of an emergency
- require local authorities to coordinate CDEM through regional groups
- integrate local and national CDEM planning and activity
- encourage the coordination of emergency management across emergency sectors

The CDEM Framework involves several instruments of which the CDEM Act 2002 is but one. Other instruments of the CDEM Framework include:

- CDEM Regulations
- National CDEM Strategy
- National CDEM Plan CDEM Group Plans
- Director's Guidelines
- other statutes (e.g. Biosecurity Act 1993, Building Act 1991, Resource Management Act 1991). *[for full list of other statutes see website page]*

3. The Director of Civil Defence Emergency Management

The CDEM Act 2002 provides for the appointment of a Director of CDEM, who has a wide range of functions and duties including advising the Minister of Civil Defence, monitoring and evaluating civil defence emergency management and directing and controlling the resources available for civil defence emergency management during a national disaster *[for full list of other duties see website page]*

4. Civil Defence Emergency Management Groups

Civil Defence Emergency Management Groups (CDEM Groups) are a core component of the CDEM Act 2002. A CDEM Group is a consortium of the local authorities in a region working in partnership with emergency services, amongst other things, to:

- identify and understand hazards and risks
- prepare CDEM Group plans and manage hazards and risks in accordance with the 4R's (reduction, readiness, response and recovery).

CDEM Groups will provide advantages over the previous system including over current arrangements. These include closer day to day working relationships between partners, greater opportunities for enhancing, growing and applying expertise and improved effectiveness through reduced duplication and the development of common approaches *[for full list of advantages see website page]*.

CDEM Groups will be established as joint standing committees (of local authority mayors and chairpersons or their delegates) under the Local Government Act 1974.

The CDEM Act 2002 also gives direction on voting rights and funding liabilities but remains flexible to reflect varying CDEM Group circumstances. For instance local authorities have equal status within the group and individual councils retain their own autonomy *[for more details regarding CDEM Group member rights see website page]*

5. Civil Defence Emergency Management Plans

Under the Civil Defence Emergency Management Act 2002 every CDEM Group must prepare and approve a Civil Defence Emergency Management Plan (CDEM Plan). These plans must state and provide for:

- the local authorities that have united to establish the CDEM Group
- the hazards and risks to be managed by the Group
- the civil defence emergency management necessary to manage hazards and risks
- the objectives of the plan and the relationship of each objective to the National Civil Defence Emergency Management Strategy
- the apportionment between local authorities of liability for the provision of financial and other resources for the activities of the Group, and the basis for that apportionment
- the arrangements for declaring a state of emergency in the area of the Group

The CDEM Act 2002 requires that CDEM Groups consult with the public over the development of their CDEM Plan and that interested persons may make submissions about the proposed plan to the CDEM Group. Each CDEM Plan must be developed within 2 years after the date of CDEM Group establishment and must be reviewed after five years in operation.

6. Emergency Declarations and Powers

The CDEM Act 2002 provides for local authority Mayors (or delegated representatives) to declare a state of local emergency OR the Minister may declare a state of national emergency. Declared emergencies have a 7 day duration and may then be extended or terminated.

Emergency powers under the CDEM Act 2002 enable CDEM Groups to do such things as :

- close/restrict access to roads/public places
- remove/secure dangerous structures and materials
- provide rescue, first aid, food, shelter etc
- conserve essential supplies & regulate traffic
- dispose of dead persons and animals
- advise the public
- provide equipment
- enter onto premises
- evacuate premises/places
- remove vehicles
- requisition equipment/materials and assistance

7. Transitional Arrangements

It was recognized that there needed to be a transition period when the new CDEM Act came into force because the various regions around New Zealand needed time to fulfil requirements of the new act. Hence many of the provisions of the old 1983 Act have remained in use until key milestones regarding the new act are reached. For instance:

- All regions had to have a CDEM Group in place by 1st June 2003.
- A National CDEM Strategy had to be issued by 1 December 2003.
- CDEM Group Plans, to replace existing CD plans, have to be written 2 years from the formation of any group
- A National CDEM Plan to replace the old National Civil Defence Plan, must be written by 1st December 2005.

Basically this means that the previous civil defence arrangements will remain in effect until the first Civil Defence Emergency Management Group Plan for each territorial authority and regional council becomes operative. All of New Zealand should be operating under the new CDEM Act by 1st June 2005 *[there are many more details about this transition period on the website page]*

8. Consultation *[NB: see website page for more details regarding consultation]*

Before the CDEM Act 2002 became law the public was consulted about the terms of:

- The National CDEM Strategy
- The National CDEM Plan
- CDEM Group Plans

9. Other CDEM Related Legislation

Legislation relating to CDEM is not just limited to the Civil Defence Emergency Management Act 2002. As of 2003 there are 17 other pieces of legislation which impacts on CDEM. These Acts may place requirements on particular groups, assist in land use planning and hazard identification or they may be the Acts that govern particular lifeline utilities. They all play a role in CDEM and may be useful as reference points for those wanting additional information about a particular issue in the CDEM Act 2002. Examples include the Biosecurity Act 1993, Building Act 1991, Earthquake Commission Act 1993 and Maritime Transport Act 1994 *[for the full list see the website page]*.

National Civil Defence Emergency Management Strategy

The Civil Defence Emergency Management (CDEM) Act 2002 requires the Minister of Civil Defence, on behalf of the Crown, to prepare a National CDEM Strategy by December 2003. The purpose of the Strategy is to set out the Crown's priorities for CDEM in New Zealand for the next 10 years.

The Ministry has developed a proposed National CDEM Strategy through an initial round of consultation with representatives from local and central government, emergency services and lifeline utilities. The proposed Strategy is founded on the vision statement of:

Resilient New Zealand:
strong communities understanding and managing their hazards
OR
A Aotearoa manahau - he pūioio ngā hapori, he mārāma ki ō rātou
pūmate me te whakahaere

The Ministry has identified four goals in order to realise this vision:

- **Goal 1** To Increase Community Awareness, Understanding and Participation in CDEM
- **Goal 2** To Reduce the Risks from Hazards to New Zealand
- **Goal 3** To Enhance New Zealand's Capability to Manage Emergencies
- **Goal 4** To Enhance New Zealand's Capability to Recover from Disasters

Public submissions were undertaken and the Ministry analysed these, having consulted a number of stakeholders. The terms of the Strategy were finalised by the end of 2003 with the goals being supported by objectives, actions and achievement indicators *[full version is available on the CDEM web page]*.

New Zealand's new National CDEM Plan

The development of a new national plan, as per the new CDEM Act 2002, for the way New Zealand prepares for, responds to and recovers from disasters of national significance is a major undertaking which has been approached in a structured manner. The nation's current National Civil Defence Plan has been completely revised over the last two years, but the Civil Defence Emergency Management (CDEM) Act 2002 requires a different approach.

It is necessary for emergency planning to happen at a national level so that participating agencies, organisations, or individuals are able to clearly understand:

- What the consequences of a range of events will mean for them and the organisations they work for
- What their responsibilities and roles are;
- The considerations that individual agencies and organisations need to take account of in undertaking their own planning; and,
- The processes and arrangements that will coordinate actions across agencies to best effect during response and recovery.

The underlying principle is that emergency planning should be based on the study of disaster consequences (i.e. effects). This is in contrast to previous plans under the previous Civil Defence Act, which were resource driven (i.e. what can your agency provide in an emergency). Starting with consequences has the advantage that consideration can be given to the existence of shortfalls so that identified gaps can be addressed.

CDEM for the West Coast Region

The West Coast Emergency Management Group was legally constituted under the new Act on the 15th of May 2003. The group is now in the process of preparing a new civil defence and emergency management plan for the west coast region. It is hoped that the Plan will be ready for public submissions by August 2004

West Coast Emergency Management Group Membership

The West Coast Emergency Management Group includes the following members:

- The West Coast Regional Council
- The Grey District Council
- The New Zealand Fire Service
- The Police
- The West Coast District Health Board
- The Buller District Council
- The Westland District Council.
- The Rural Fire Service
- St Johns Ambulance Service
- The Public Health Service

There are also two co-opted members: The Conservation Department and the Ministry of Civil Defence and Emergency Management.

The Coordinating Executive Group

The Emergency Management Group is the decision making body for civil defence. The three West Coast Mayors and the Regional Council Chairperson are responsible for decision-making. The Co-ordinating Executive Group on the other hand is the advisory group comprised of chief executive officers or senior officers of the four local Councils plus senior staff of the Emergency Services and Health Services. The executive group meets on a as required basis to discuss the preparation of the emergency management group plan, on behalf of the Emergency Management Group.

West Coast Emergency Management Group Plan

The West Coast CDEMG Plan is currently being prepared in-house by Regional Council staff with support from CEG members and the Ministry of CDEM staff in Christchurch. The first two draft chapters of the Plan were completed at the end of December 2003 and sent out to both the CEG and West Coast Engineering Lifeline members for comments. It is expected that the Plan will be out for public consultation by August 2004 and finalised by November/December of the same year.

[Enquiries regarding West Coast Emergency Management issues or Plan developments, should be referred to the Emergency Management Officer at the West Coast Regional Council]

Lifeline Utilities

[The following material has been adapted from the Guidelines Page, CDEM website]

Background

Lifelines are those essential "utility" services which support the life of our community - such as water, wastewater and stormwater, power, gas and telecommunications, or transportation networks.

Documents relevant to Lifelines Utilities under the new CDEM Act 2002 are:

1. The Director's Guidelines' or DGL 3/02 (pursuant to section 8(2)e of the Act). This document is called ***Working Together: Lifeline Utilities and Emergency Management***.
2. A 'best practice guide' supplement to the Director's Guidelines called ***Lifelines and CDEM Planning*** which explains in detail how cooperative CDEM planning can occur between utilites and CDEM agencies.
3. A discussion paper about ***Improving Utility Disaster Resistance*** which is available on the Papers page of the CDEM website.

Lifelines in New Zealand

The Lifelines concept originated in the United States in the 1970s following the realisation that while considerable effort had been put into the seismic response of buildings and other structures, relatively little was known about the likely performance of utility services.

The focus of lifelines in New Zealand is on regional scale events that are beyond the ability of individual organisations to respond to and control. Nevertheless the responsibility for taking appropriate mitigation and preparedness steps remains with these individual organisations.

While early work focused on earthquakes as the principal hazard, lifelines projects now encompass an all hazards approach – that is, working through all of the natural hazard agents that could affect a region.

The overall objectives of lifelines projects are:

- to reduce damage levels following a major disaster event; and
- to reduce the time taken by these lifeline services to restore their usual level of service

Utility and transportation network operators are brought together within a region, with input also provided by scientists and engineers, emergency managers, and planners. In this way, lifelines groups facilitate and motivate a collective physical risk management process for regional scale events and impacts.

The actual process involves the following key steps:

- Identify the hazards which could affect each lifelines network
- Compile common GIS inventories of the various networks
- Assess the vulnerability of the lifeline network to those hazards
- Assess the potential damage to and consequences for each network. [Click here for an example of a 'levels of risk assessment procedure'](#)
- Identify and implement practical mitigation measures
- Facilitate the preparation of comprehensive emergency response plans

The principal output from lifelines projects is the identification of possible physical mitigation measures that operators of utility and transportation systems can undertake to reduce the risk from the major identified hazards.

The Benefits from Lifelines Projects

For more information about the benefits of lifelines projects look at the work Auckland Engineering Lifelines Group on the CDEM website. This provides a framework by which utilities can apply lifelines projects results.

Status of Lifeline Utilities Projects in New Zealand as of the end of 2003

At the end of 2003 lifelines utilities projects which had gone through the steps outlined above had been completed for each of the four main centres, with another 12 well underway for the remaining regions and cities.

The new Civil Defence Emergency Management Bill places emphasis on lifeline utilities and encourages integrated planning across and between sectors, and is therefore likely to increase the focus on lifelines projects.

About Lifeline Utilities on the West Coast

[The following material is based on the Extracts in Annex B of CDEM Act 2002].

Lifelines Utilities come in 2 main classes. These are:

Specific Entities:

- radio stations e.g. Coast FM, National Radio
- airports e.g. Hokitika Airport
- shipping ports e.g. Port of Greymouth

Other Classes of Entity:

- generation/distribution of electricity e.g. Trustpower
- maintaining a water supply e.g. for Runanga by Grey District Council
- provision of a sewage system e.g. for Kaniere residents by Westland DC
- provision of a rail/road network e.g. for West Coast region by Transit
- distribution of petroleum products e.g. by Shell tankers from Nelson
- provision of telecommunications e.g. by Telecom to all region

As well as this in any given region, such as the West Coast, lifeline utilities can be characterised as being:

- ***National*** e.g. telecommunications, energy transmission, road, rail,
 - broadcast media (TV, radio)
- ***Regional*** e.g. lines companies, airports, ports
- ***Local*** e.g. water supplies, waste-water systems

As a general rule of thumb in the event of a civil defence emergency safety of life issues will always get first priority. For instance the evacuation of persons trapped by flood-waters to safety or getting injured persons to hospital will take precedence initially in an emergency but ensuring personnel and transport are assigned to maintaining or repairing lifelines must take place from the outset because the health and economic viability of communities depends upon their continued operation.

It is essential that lifelines utilities are resilient and that emergency planning for them is integrated with the wider community's CDEM planning in order for both to be effective. Effective planning can only be assured through sound relationships between utilities, and with local government and the emergency services. In general "people make the Difference, not Plans."



The Port of Greymouth may be small, but like its' counterpart in Westport, is a Lifelines Utility. After the 1929 Murchison Earthquake the first messages for help to the "outside world" were radioed from a ship moored at Westport.

West Coasters making a difference:

A number of groups, both paid and voluntary, help ensure the CDEM is carried out:

- West Coast CDEM Group (representatives from the 4 councils)
- Members of the West Coast Lifelines Utilities
- Members of the Greymouth Floodwall Committee
- Council Civil Defence Officers
- Local Civil Defence Wardens
- Local residents trained in Civil Defence
- St Johns Ambulance Service
- Air Ambulance
- Rescue Helicopters
- Fire Service
- Search & Rescue Groups (Urban, Land, Coastguard)
- Mines Rescue

West Coasters Taking Responsibility

Community responsibilities:

The West Coast community can be defined as all the individual residents, institutions, businesses, tourism operations and government agencies. These have a collective responsibility to undertake the **4 R's** which are:

- a) **Reduction** of hazard effect or hazard occurrence
- b) **Readiness** to cope with projected hazard
- c) **Response** in the event of hazard occurrence (emergency response)
- d) **Rehabilitation** of the effects of the hazard including planning for a) and b) better

Before an Emergency: [a) Reduction and b) Readiness]

Before an emergency all groups need to put themselves out to reduce the effects of any hazards or even prevent. Much of this can be done:

- by applied commonsense forward planning in the home as per public education
- by preparing emergency plans and procedures in institutions (schools, retirement homes)
- by developing contingency / emergency plans for businesses (shops, factories, offices)
- by having a lifelines utilities initiatives/ plans in place (local authorities, emergency groups)
- by tourism operators recognising and providing for clients overstaying due to hazard events

At the time of an Emergency: [c) Response and d) Rehabilitation]

Adult residents on the West Coast have a one, two or even three fold role with respect to civic responsibility at the time of a civil defence emergency. These roles are:

- Caring for themselves, those in their own households and in their immediate vicinity
 - Immediate family members
 - Pets
 - Neighbours and/or elderly relatives nearby

As per the many tips which come to homes from the CDEM Ministry (TV Advertisements), the Earthquake Commission, the "telephone book" and other public education

➤ Caring for the community through organizations they belong to such as:

- District /Regional Council (staff on call)
- Civil Defence
- Police
- St. Johns Ambulance
- Fire Brigade
- Urban Search and Rescue
- Other sections of Search & Rescue e.g. Marine SAR

As per their emergency response policies and the local CDEM Plan

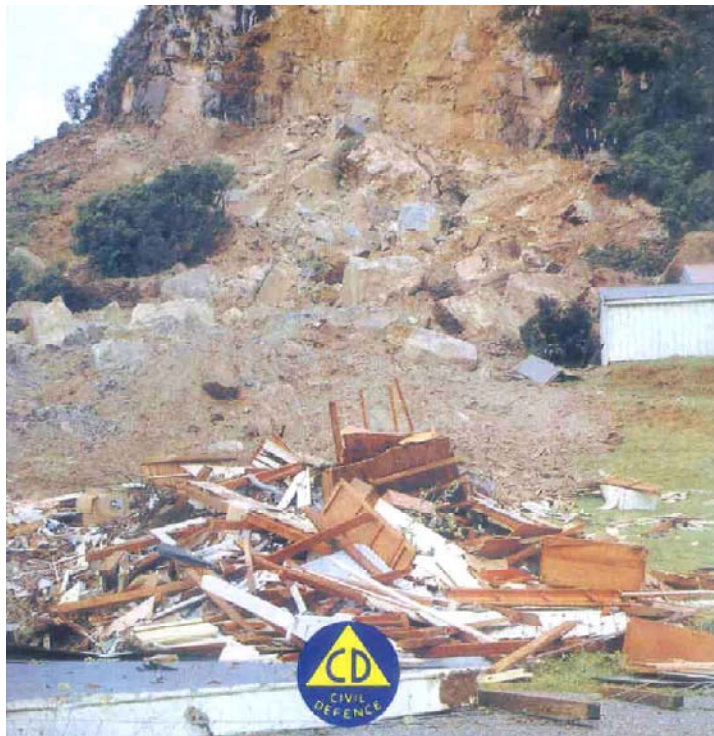
➤ Caring for visitors from outside the region by the provision of:

- Continued accommodation – motels, hotels, motor camps
- Emergency accommodation – schools, halls, private homes
- Food and clothing
- Alternative transport
- Medical care

As per the collective efforts of West Coast accommodation and tourism businesses to provide emergency backup in the areas of shelter, food and help for visitors.

This picture, with the Civil Defence logo in front, has graced the front cover of many a Civil Defence publication here in New Zealand.

The photograph is one of many taken of the major slips caused by the 1968 Inangahua Earthquake.

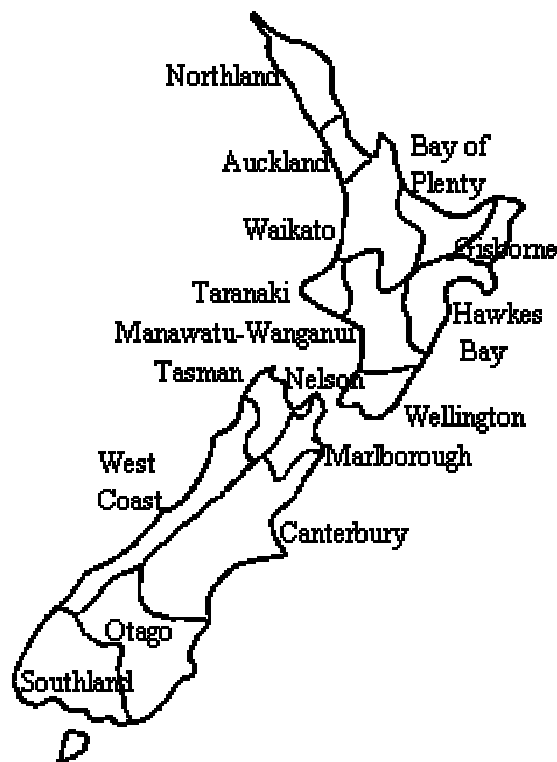


Help for the West Coast from Neighbouring Regions

Help from neighbouring regions is available to the West Coast Region in the event of either a regional or national level civil defence callout due to major natural hazard event. The neighbouring regions to the West Coast are:

- Tasman District Council (TDC) Headquarters in Motueka
- Canterbury Regional Council (Ecan) Headquarters in Christchurch
- Otago Regional Council (OTC) Headquarters in Dunedin

West Coasters could also reasonably expect aid in one or another format from Christchurch, Dunedin and Nelson City Councils and if the event was really disruptive (e.g. a Force 7 or 8 earthquake), from the National Government in Wellington, other North Island agencies and from Australia.



Map from the Councils within New Zealand website at <http://www.oultwood.com/localgov/newzealand.htm> showing regions adjoining the West Coast.

Photo Gallery: Natural Hazard Reduction on the West Coast



River protection works, like this rock groyne on the Waitangi-taona River, South Westland, are carried along selected rivers to prevent farm land being scoured out by floods.
Photograph Wayne Moen, Engineer, WC Regional Council.



Reduction of the natural hazard risk sometimes continues as the event is occurring like this work trying to maintain the integrity of the Waiho River stop bank at Franz Josef during a flood.
Photograph from WC CDEM collection.

Photo Gallery: Road Transit Lifelines Under Threat



Snow on West Coast roads can be a real hazard in winter, especially over the Lewis Pass, Arthur's Pass, Haast Pass and the Rahu to Springs Junction. In fact even on the Nelson Creek – Kopara road near Lake Haupiri. Photograph by Karl Jackson, Grey District Council in 2001



Flooding in Omoto Valley Road, Kaiata (near Greymouth) after heavy rain in 2002 made travel for residents quite hazardous. All West Coast District Councils struggle at times to keep some roads open after periods of heavy rain. Photograph from WC CDEM Collection

Civil Defence & Emergency Management References

National Information Sites

Working Together: Lifeline Utilities and Emergency Management: (or DGL 3/02)
CDEM publication

Lifelines and CDEM Planning: CDEM publication

Improving Utility Disaster Resistance: CDEM publication

Impact Magazines: CDEM publication

Impact Magazine, Dec 2002 issue: specifically about "New Emergency Management legislation in place"

Protecting Your Health in an Emergency: Ministry of Health Booklet re Civil Emergencies, June 1999

The Australian Journal of Emergency Management: Published by Emergency Management Australia. Contact <rfleming@ema.gov.au

NOTE: To obtain CDEM publications contact chandrika.kumaran@dia.govt.nz or write to PO Box 5010 Wellington

West Coast Information

Impact Magazine* Dec 2002 issue: Waiho River Flooding Risk Assessment

Impact Magazine* July 2000 issue: Managing Risk in Franz Josef

Regional Civil Defence Plan: WCRC: apply to EE Officer

Buller District Civil Defence Plan: apply to Buller District Council

Grey District Civil Defence Plan: apply to Grey District Council

Westland District Civil Defence Plan: apply to Westland District Council

Greymouth Evening Star: back copies for research held at the Star Office, Greymouth

West Coast Times: back copies for research held at the Star Office, Greymouth

Westport News: back copies for research held at the News Office, Westport

Civil Defence & Emergency Management Websites

National Information Sites

www.civildefence.govt.nz	Re overall role of Civil Defence, sets out regions, basic information. Excellent for overall picture.
www.aelg.org.nz/whatsnew.htm	Auckland Engineering Lifelines website. Key advances in Lifelines research are listed on this website. Links to other parts New Zealand.
www.cae.canterbury.ac.nz/nl9.htm	Canterbury Advanced Engineering website. Bulletins contain articles on Lifelines and Building Construction for Earthquakes
www.crc.govt.nz/Civil-Defence/civil-defence-homepage.html	Environment Canterbury's Civil Defence homepage. Civil Defence emergency management information in Canterbury including work undertaken by the Christchurch Engineering Lifelines Group.

West Coast Information Sites

www.wcrc.govt.nz	West Coast Regional Civil Defence HQ is at WCRC. Information re Emergency Management available from CDO, V. Narayan at vn@wcrc.govt.nz
www.wcrc.govt.nz	West Coast Natural Hazards Resource Kit is online for school and community educational use. EE Officer. M. Traves at mt@wcrc.govt.nz
www.bullerdc.govt.nz	District Council CIVIL DEFENCE & EMERGENCY information and contacts for more information
www.greydc.govt.nz	District Council CIVIL DEFENCE & EMERGENCY information and contacts for more information
www.westlanddc.govt.nz	District Council CIVIL DEFENCE & EMERGENCY information and contacts for more information

Allied Regions Information Sites

www.ecan.govt.nz

The Canterbury region is one of three key regions adjoining the West Coast. Civil Defence information about them as our neighbour, their resources in times of our emergency.

www.tdc.govt.nz

The Tasman district is one of three key regions adjoining the West Coast. Civil Defence information about them as our neighbour, their resources in times of our emergency

www.orc.govt.nz

the Otago Region is one of three key regions adjoining the West Coast. Civil Defence information about them as our neighbour, their resources in times of our emergency