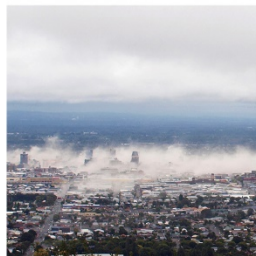
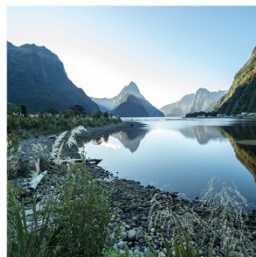




# Briefing to Incoming Minister of Civil Defence



Date

25 October 2017

Priority

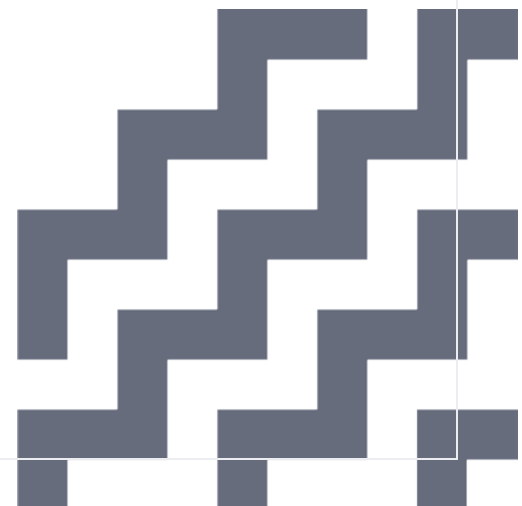
Routine

Security Classification

In Confidence

Tracking Number

400493





# Welcome and introduction

We would like to welcome you to your role as the Minister of Civil Defence, on behalf the Ministry of Civil Defence & Emergency Management and the Department of the Prime Minister and Cabinet (DPMC).

Civil Defence is a fast and high-tempo portfolio, as numerous recent events have illustrated.

New Zealand lies at the south-west of the so-called Pacific Ring of Fire, a zone which makes us particularly vulnerable to natural disasters. The 14 November 2016 earthquake that struck Hurunui, Kaikōura, Marlborough, and Wellington was a stark reminder of our vulnerability.

In addition to the recent earthquake and tsunami events, we have faced a range of destructive natural disasters over the past 18 months, including severe weather events, flooding, wildfires, and landslides, as well as health crises and infrastructure failures such as the Havelock North gastroenteritis outbreak and the Refinery NZ Pipeline Leak.

As the Minister of Civil Defence, you have the opportunity to shape how New Zealand prepares for, and responds to, future events. You also have the opportunity to fundamentally influence and design how the civil defence emergency management system itself works in New Zealand.

As stewards of the *Civil Defence Emergency Management Act 2002*, our role is to provide leadership in reducing risk, being ready for, responding to and recovering from emergencies. In the event of a national emergency, we manage central government's response and recovery functions. For local and regional emergencies, we are there to provide support as required and requested.

This briefing sets out your roles and responsibilities, as well as the Ministry's role in supporting you to achieve your priorities.

Finally, this briefing details the priorities that are likely to require your immediate and intermediate attention. We have also highlighted the notable emerging policy issues, some of which you may wish to prioritise.

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



# Recommendation

The Department of the Prime Minister and Cabinet recommends that you:

**Note the contents of this briefing.**

NOTED

Andrew Kibblewhite

**Chief Executive**

Date:    /    /2017

Sarah Stuart-Black

**Director, MCDEM**

Date:    /    /2017

Hon Kris Faafoi

**Minister of Civil  
Defence**

Date:    /    /2017



## Contents

Welcome and introduction .....	2
1. Overview.....	5
2. Your role as the Minister of Civil Defence.....	5
3. Shaping the MCDEM Work Programme .....	8
4. Immediate Ministerial priorities .....	9
Ministerial Review - better responses to natural and other emergencies in New Zealand.....	9
Cell Broadcast Public Alerting system based on mobile phone technology .....	10
National Civil Defence Emergency Management Strategy .....	11
Review of 60/40 local authority reimbursement arrangement for essential infrastructure repair.....	12
Significant decisions, milestones and media .....	12
5. Emerging Policy issues .....	12
Government financial support after an emergency .....	12
Managing risks to life and property from natural hazards.....	13
Improving the resilience of lifeline utilities and infrastructure .....	13
6. Existing work for MCDEM.....	14
Appendix A: DPMC - Who we are, what we do & how we do it.....	19
Appendix B: Our people .....	21
Appendix C: How Civil Defence is funded.....	24
Appendix D: Civil Defence Emergency Management employees 2017 .....	28



## 1. Overview

This briefing:

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

## 2. Your role as the Minister of Civil Defence

### During an emergency

At any time, NZ could face an emergency situation and you have a critical role to play.

As Minister of Civil Defence, you can declare a state of national emergency, under the *Civil Defence Emergency Management Act 2002* (CDEM Act), when the resources required to manage the response are beyond the resources of Civil Defence Emergency Management Groups (CDEM Groups) and local authorities in affected areas.

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

You lead engagement with Cabinet on policy decisions in response to an emergency. This includes briefing Cabinet (or the relevant Cabinet Committee) on the consequences of the emergency, and recommending financial assistance for response and recovery activities.

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

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

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

The Director will inform you, the Prime Minister, and the Civil Defence Private Secretary of the emergency or warning as soon as possible after they are notified. We will also discuss with you whether you want to receive advisories or warnings about hazards through the National Warning System.

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



## Outside of an emergency

Outside of an emergency you have the following statutory functions.

You must ensure there is a current *National Civil Defence Emergency Management Strategy* and *National Civil Defence Emergency Management Plan* in effect at all times (further information on this is provided below).

You may comment on CDEM Group Plans prepared by CDEM Groups before they are approved and adopted by the Groups. We review the Groups' plans and provide you with draft comments.

## Public education and awareness

You have an important role in keeping preparedness and safety messages 'top of mind' to combat complacency in preparedness that tends to happen between emergencies. We will inform you of any opportunities to promote public education of what to prepare for and during an emergency.

## Ministry of Civil Defence & Emergency Management

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

MCDEM is led by Sarah (Norm) Stuart-Black, Director Civil Defence Emergency Management (the Director). The Director is also a statutory position under the CDEM Act which carries with it statutory functions and powers.

We comprise just over 50 staff, supplemented by a small team from DPMC's National Security Policy unit. Your key contacts at MCDEM and MCDEM's organisational structure are shown in **Appendix B**.


Currently, the departmental budget for MCDEM for 2017-18 is \$16 million. How Civil Defence is funded is set out in **Appendix C**.

## New Zealand's civil defence emergency management system

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

---

<sup>1</sup> Under the CDEM Act 'emergency' encompasses any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act.



In 2002, through the CDEM Act, central government established a comprehensive, risk-based approach to the management of all hazards and emergencies, with the primary goal being to support communities to be resilient and self-reliant.

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

CDEM Groups and local authorities also manage responses to and recovery from regional/local scale emergencies, with assistance from central government agencies and lifeline utilities in the affected area, as needed.

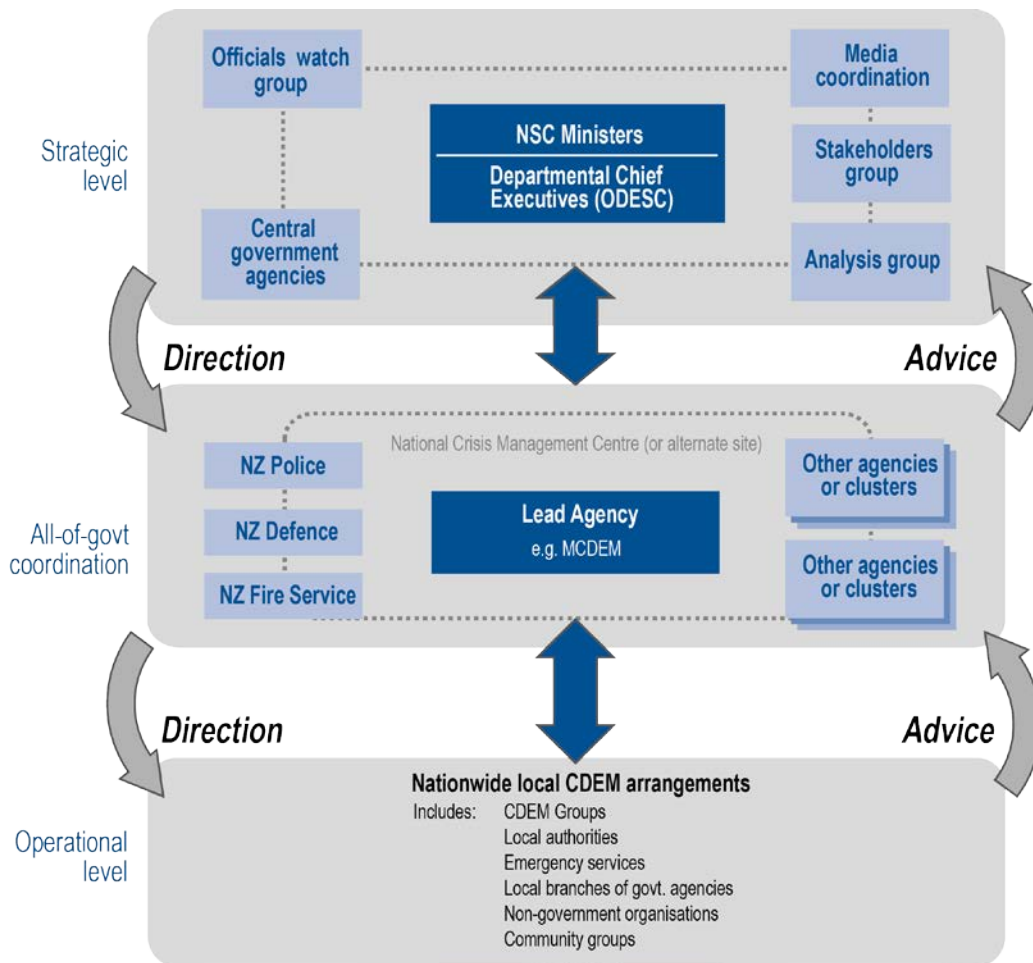
Under New Zealand's National Security System, of which civil defence emergency management is a part, MCDEM is responsible for coordinating central government support for locally led responses and in states of national emergency. DPMC leads the overall National Security System (NSS) and is supported by the Officials' Committee for Domestic and External Security Coordination (ODESC), which is chaired by Andrew Kibblewhite, Chief Executive DPMC. ODESC briefs the Prime Minister during an event. MCDEM leads responses arising from geological hazards (earthquakes, volcanoes, landslides, tsunami), meteorological hazards (floods, severe winds, snow) and infrastructure failure. Other government agencies lead reduction, readiness, response and recovery for risks and emergencies arising from other hazards.<sup>2</sup> When it is not the lead agency, MCDEM's role is to support the other lead agencies.

MCDEM supports three statutory positions - the Director, a National Controller and a National Recovery Manager - who have (or may be delegated) powers to control and direct activities in a state of national emergency or during a transition period (extension to state of emergency).

---

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





*National crisis management model in an emergency for which MCDEM is the national lead agency. Source: Guide to the National CDEM Plan 2015, section 3.2*


### 3. Shaping the MCDEM Work Programme

As Minister of Civil Defence you have the opportunity to shape how New Zealand prepares for, and responds to, future CDEM events, and how the CDEM system works by influencing MCDEM’s work programme through setting Ministerial priorities.

As already mentioned, we are a relatively small and agile Ministry of just over 50 staff. Given the breadth and nature of our landscape, there are many opportunities for how you might want us to influence the system. We anticipate supporting you to make some challenging and important choices about how to achieve the best outcomes in this space. We are looking forward to engaging with you on where you want us to target our resources to best effect, over time. As you will see through sections 4 and 5 of this briefing, we are spread across a wide-ranging landscape of CDEM related activity.

You also have the unique opportunity to set a new direction for CDEM through the Ministerial Review, which we discuss in the next section.





MCDEM has four immediate priorities set out in **section 4** and we are ready to support you to advance them:

- Ministerial Review - better responses to natural and other emergencies in New Zealand
- Implementation of Cell Broadcast Alerting
- National Disaster Resilience Strategy
- Review of 60/40 local authority reimbursement arrangement for essential infrastructure repair.

Over the coming months we will also brief you on emerging policy issues (**section 5**) and will discuss options with you.

We will also discuss our 'business as usual' work with you (**section 6**).

Subject to outcomes of the Ministerial Review on better responses to natural and other emergencies in New Zealand, there are opportunities for MCDEM to do more if resourcing allowed. This includes:


- improving New Zealand's risk reduction and resilience (particularly for vulnerable critical lifelines) and planning for recovery from significant emergencies;
- continuing public education about how to prepare for and what to do in an emergency, so that it is effective and enduring over the long term – currently only 20 cents per person per year is spent on public education for civil defence emergency management;
- having sufficient numbers of specialised staff who are dedicated to readiness, monitoring, alerting and having the capability to undertake emergency responses and recovery; and
- more consistent and frequent training, exercising and systems upgrades to keep pace with best practice before the next emergency.

## 4. Immediate Ministerial priorities

This section outlines some of the main strategic issues and other priorities we will engage with you on over the coming months.

### Ministerial Review - better responses to natural and other emergencies in New Zealand

A series of medium scale emergencies that occurred between August 2016 and February 2017 caused the then Minister to reflect on whether the current operational and legislative settings for responding to natural disasters and other emergencies were fit for purpose.



There were concerns about the division of roles and responsibilities in an emergency, particularly when different events are managed by different agencies.<sup>3</sup>

A Ministerial Review, including a Technical Advisory Group (TAG) to report on better responses to natural and other emergencies in New Zealand, was established. The TAG delivered an interim report to the Government in August 2017 and will resubmit its interim recommendations to you shortly.

An immediate priority will be to consider the Government's response to the TAG's recommendations. The Ministerial Review provides you with a unique opportunity to consider whether the current legislative and/or operational settings to support effective responses to natural disasters and other emergencies (and how this relates to reduction, readiness and recovery) are still applicable for today's needs and into the future.

DPMC will shortly seek your views on how you wish to proceed with the government response. This will also include funding and resourcing considerations.

## Cell Broadcast Public Alerting system based on mobile phone technology

In November 2017 you will have an opportunity to launch a Cell Broadcast Public Alerting system. This is the culmination of several years of significant work with many agencies.

The system is a game changer for alerting the public of fast moving emergencies which are a significant threat to life, property or the economy, such as tsunamis, fires, flooding, disease, biosecurity, terrorism or armed offenders. People will receive advisories and warnings as text messages on their mobile phones, which can be targeted to the areas where people may be affected. It will be fast, reliable and nationally consistent.

This alerting system will save lives. Chile lost more than 500 lives in a tsunami in 2010; by subsequently investing in a public alerting system only six lives were lost in 2014 from a similar tsunami, and in September 2015 no lives were lost from a subsequent tsunami.

The public launch of the system will follow a multi-media campaign involving two phases:

- Phase 1: It's Coming from 12 – 26 November 2017 to create awareness and education around the new technology; and
- Phase 2: It's Here from late November 2017 (date to be confirmed) to communicate to New Zealand that the system is now live and including a live nation-wide test of the system.

---

<sup>3</sup> August 2016 Hawkes Bay gastroenteritis outbreak (lead agency Health); 2 September 2016 East Cape earthquake and tsunami (lead agency Civil Defence Emergency Management); 14 November 2016 Kaikoura earthquake and tsunami (lead agency Civil Defence Emergency Management); and 13 February 2017 Port Hills fire (lead agency Selwyn Rural Fire Authority).]



*A television commercial will be aired during Phase 2 of the campaign. The style is an evolution of the stick person featured in Drop Cover Hold graphics who was then animated for the Long or Strong, Get Gone tsunami campaign.*

## National Civil Defence Emergency Management Strategy

You are required under the CDEM Act to ensure a *National Civil Defence Emergency Management Strategy* (Strategy) is in effect at all times. MCDEM has been developing the new draft Strategy titled the *National Disaster Resilience Strategy* since 2015 which emphasises risk reduction and building resilience. This will provide overarching direction to guide government departments, local authorities, lifeline utilities, non-government organisations, and emergency services to deliver civil defence emergency management in New Zealand. The draft Strategy will take account of the Government's consideration of the TAG's recommendations.

The draft Strategy is required to be in place by April 2019. You will lead discussion with Cabinet on the content and progress of the Strategy which, depending on timing of the consideration of the TAG's recommendations, may involve Cabinet papers in late 2017 and early 2018. Subject to your and Cabinet agreement, we anticipate publicly consulting on a proposed Strategy on your behalf by mid-2018.

We have undertaken significant consultation with stakeholders across central and local government agencies and emergency services. The draft Strategy will be forward looking and will present an opportunity for you to guide this wide range of agencies and stakeholders to work on priorities to achieve a resilient New Zealand.



## Review of 60/40 local authority reimbursement arrangement for essential infrastructure repair

The Ministers of Finance, Civil Defence, and Local Government have been overseeing a project led by the Treasury, with support from MCDEM and the Department of Internal Affairs, to review the Government's arrangement with local authorities for the repair of essential infrastructure after an emergency.

Current Government policy enables you to reimburse up to 60 percent of a local authority's costs of restoring infrastructure (known as the 60/40 cost-sharing arrangement). This infrastructure includes water supply, sewerage, wastewater ('three waters networks') and river management systems. This policy has been in place for 25 years. The 60/40 cost-sharing arrangement means that the Government pays for relatively minor events that councils should be able to meet in full. At the same time, meeting 40 percent of the costs may also place too great a financial burden on councils for larger events.

Options to change the existing arrangement have been developed for Ministers to consider. A business case has also been developed to establish a Local Government Risk Agency (LGRA) which could support local government to improve risk management and transition to any new arrangements.

### Significant decisions, milestones and media

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

- the Government response to the recommendations of the TAG: seeking policy decisions from Cabinet;
- the draft National Disaster Resilience Strategy: confirm process in relation to the TAG response;
- launch of emergency mobile alerts: media announcements in November 2017 before system goes live in November/December 2017; and
- consider advice on next steps for the review of 60/40 local authority reimbursement arrangement for essential infrastructure repair.

## 5. Emerging Policy issues


### Government financial support after an emergency

An ongoing challenge for Ministers is finding the appropriate level and type of government assistance after an emergency which does not disincentivise individuals and communities from taking measures to protect themselves, and their assets, nor disadvantage those who have.

A wide range of financial assistance schemes which largely operate independently of each other are managed under several portfolios.<sup>4</sup> Ad hoc funding decisions are often made

---

<sup>4</sup> For example, Ministry of Primary Industries - adverse events policy; Ministry of Social Development - civil defence payments, rural assistance payments, Special Needs Grants, Recoverable Assistance Payments and



after an emergency to respond to particular needs of communities and some support packages have been reintroduced in response to other disasters.<sup>5</sup>

There is an opportunity to review the various financial assistance schemes across portfolios to ensure they function together effectively to provide value-for-money outcomes. It would be useful to also review recent ad hoc funding to test whether the Government wishes to make this assistance routine and, if so, develop clear policy criteria for eligibility and efficient decision making and administrative process. MCDEM would welcome discussion with you on solutions to balance our priorities.

## Managing risks to life and property from natural hazards

An issue that may emerge after a significant natural hazard event is where buildings are found to be safe to live and work in but natural hazard threats to those buildings (such as flooding or landslip) cause an ongoing risk to life. Risk mitigation such as large-scale engineering works, or moving residents and businesses away from the hazard, is required but the cost is not covered by private insurance or EQC payments. We anticipate that these circumstances will arise more with climate change and sea level rise.

In these circumstances, local authorities and residents may ask the government to fund engineering works, buy private property causing or affected by the risk, and/or fund relocation costs. Cabinet currently considers requests on an ad hoc basis based on business cases that can be costly for local authorities to prepare, and for which there is no certainty of the outcome.

Following the Canterbury earthquake in 2011, the Government offered to purchase properties in the worst affected areas (known as the 'residential red zone'), recognising the unprecedented and widespread damage. Communities may expect that such financial assistance is government policy that will be applied to similar situations.

A cross-agency group of officials is considering the issue.

## Improving the resilience of lifeline utilities<sup>6</sup> and infrastructure


There is an opportunity for you to work with infrastructure-related portfolio Ministers to consider what work is needed to support lifeline utility providers to invest in improving the resilience of infrastructure. This could include setting standards so that lifeline utility providers know what is expected of them and can meet these expectations on a level playing field.

---

Advance Payment of Benefits, New Zealand Transport Agency- assistance to local authorities for repair of local roads and bridges.

<sup>5</sup> For example, packages similar to the Earthquake Support Subsidy were introduced in response to the 2011 MV Rena tanker oil spill near Tauranga, and following the 14 November 2016 earthquake. The Earthquake Support Subsidy was introduced to support small to medium businesses facing financial pressures following the Canterbury earthquakes.

<sup>6</sup> Lifeline utilities are entities that provide essential infrastructure services to the community such as water, wastewater, transport, energy and telecommunications.



Improving the resilience of lifeline utilities and infrastructure is important to reduce impacts of emergencies and recover as quickly as possible. The CDEM Act requires providers of lifeline utilities 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”.

Meeting these expectations can be challenging for lifeline utilities. Providers do make significant investments in infrastructure resilience, but often over longer time scales than would be socially optimal. There are no standards for resilience and central government cannot require providers to invest in the national interest, which means it may not get priority over other legitimate business considerations.

#### *Wellington critical infrastructure resilience*

There is an opportunity for Ministers to consider initiatives to improve the resilience of the Wellington region’s critical infrastructure. A major earthquake affecting the Wellington region is one of the most severe natural hazard disasters that could be faced by New Zealand. It is likely to disrupt communications and infrastructure and could severely restrict the ability of authorities to coordinate and control the national response.

In May 2017 we published a revised Wellington Earthquake National Initial Response Plan (WENIRP) so that we are better prepared to respond to the consequences of a significant earthquake in Wellington.

We have an ongoing programme of work to identify vulnerabilities associated with the Wellington region’s critical infrastructure and develop options to improve its resilience. For example, in 2017 the government part-funded the Wellington region’s councils to provide for temporary emergency water supplies across communities in the Wellington region.

## 6. Existing work for MCDEM

Below is an outline of MCDEM’s priorities based on a business-as-usual approach to our work programme, assuming no immediate changes to current priorities or structures. This does not cover every aspect of our work, such as maintaining and improving our capability to respond to emergencies and corporate responsibilities.

### Public education

#### *National Public Education Programme*

Through the national public education programme, MCDEM works with CDEM Groups and other partners to educate and motivate New Zealanders to be better prepared for emergencies. The programme takes a staged, targeted, evidence-based approach, with resources developed and adapted to suit different channels, with a particular focus on reaching our most vulnerable audiences. We have recently launched a tranche of the programme targeting 18-30 year olds. The next tranche, which is in the early stages of development, will target ethnic communities and new migrants.

### *Long or Strong: Get Gone and Drop, Cover and Hold campaigns*

Following the November 2016 Hurunui/Kaikōura earthquakes, MCDEM rolled out a nationwide tsunami and earthquake safety campaign emphasising the *Long or Strong: Get Gone* and *Drop, Cover and Hold* messages.

MCDEM's annual Colmar Brunton survey results for 2017 have shown that the campaign has been highly effective. It is not possible to continue this campaign on MCDEM's annual promotions budget of approximately \$800,000.<sup>7</sup> MCDEM is exploring options to continue the *Long or Strong: Get Gone* or *Drop, Cover and Hold* campaign, at a reduced intensity but still at a level that will help to maintain existing awareness.

With the upcoming public education campaign for Emergency Mobile Alerts, it is more important than ever that we reinforce the right action to take during a local source tsunami. While the alerts will be able to alert people, a large local source tsunami may mean there is not time to issue a warning and people will need to act on their own.



## National Public Information Management Programme

We are currently implementing the National Public Information Management (PIM) Programme. The programme identifies risks and resource gaps across regional/local PIM functions, suggests a potential ideal future state for regional or local PIM, and outlines a nationally led work programme that incrementally and collaboratively works towards this state. The programme aims to improve consistency in how the public is informed in local and regional emergencies, and to improve performance by embedding best practice and sharing ideas and knowledge across civil defence emergency management boundaries.

---

<sup>7</sup> The campaign was funded as a one-off from within DPMC's existing baseline (\$1.25 million in the 2016-17 financial year). The level of funding enabled a high-intensity campaign across several advertising mediums, including television and radio commercials.





## Guidance for CDEM Groups on strategic recovery

Amendments to the CDEM Act in 2016 strengthened the requirement to plan for recovery and to help communities recover more efficiently and effectively from small to moderate scale emergencies. Following these amendments, MCDEM has focussed on growing capability within the sector to strategically plan for, and manage, recovery through:

- the development of Director's Guidelines to provide direction to CDEM Groups on how to strategically plan for and manage recovery; and,
- working with CDEM Groups to strengthen recovery preparedness provisions in their group plans.
- CDEM Groups are required to revise their group plans to take account of strategic planning for recovery by 1 June 2018.

## Monitoring and alerting of hazards

A key focus of MCDEM is to enhance our ability to monitor and warn about hazards. As well as the Cell Broadcast Public Alerting system discussed under Ministerial priorities above, work involves:

- implementing a new National Warning System and upgrading the Emergency Management Information System;
- establishing a Common Alerting Protocol (standardised format and operational protocols for warnings across agencies via multiple channels) in New Zealand, based on an international standard;
- investigating an accreditation regime for smartphone apps to communicate official warnings, and,
- scoping the feasibility of a 24/7 monitoring, alerting and warning centre, in coordination with other agencies.

## National Crisis Management Centre

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

A high level fit-for-purpose review of the National Crisis Management Centre is in progress.

Work is also progressing on an alternative National Crisis Management Centre in Auckland, to be used in the event of a major earthquake in the Wellington area that makes the current facility unavailable due to damage or access issues, and if Government relocates out of Wellington.

## Maintaining capability

MCDEM leads capability development across the civil defence emergency management sector through the development of an Integrated Training Framework, management of the Tertiary Education Commission's Adult and Community Education fund for the training of volunteers, maintenance of a civil defence emergency management learning management system and facilitating strategic thinking with regards to capability development.

Alongside the above external focus, we also develop and maintain our own staff response capability.




*MCDEM staff take part in the weekly duty drill in the National Crisis Management Centre*

## National Recovery Office

The National Recovery Office was established for a fixed term in early 2017, following the 14 November 2016 earthquake and tsunami. The mandate of the National Recovery Office was expanded following flooding in the Bay of Plenty caused by ex-tropical cyclones Debbie/Cook in April 2017.

The National Recovery Office works alongside agencies delivering recovery activity for Kaikōura, Hurunui, Marlborough, Whakatane and Wellington districts. It comprises a small number of advisors and focuses on facilitation and coordination by working across the recovery system to ensure all elements are connected and working toward recovery outcomes.



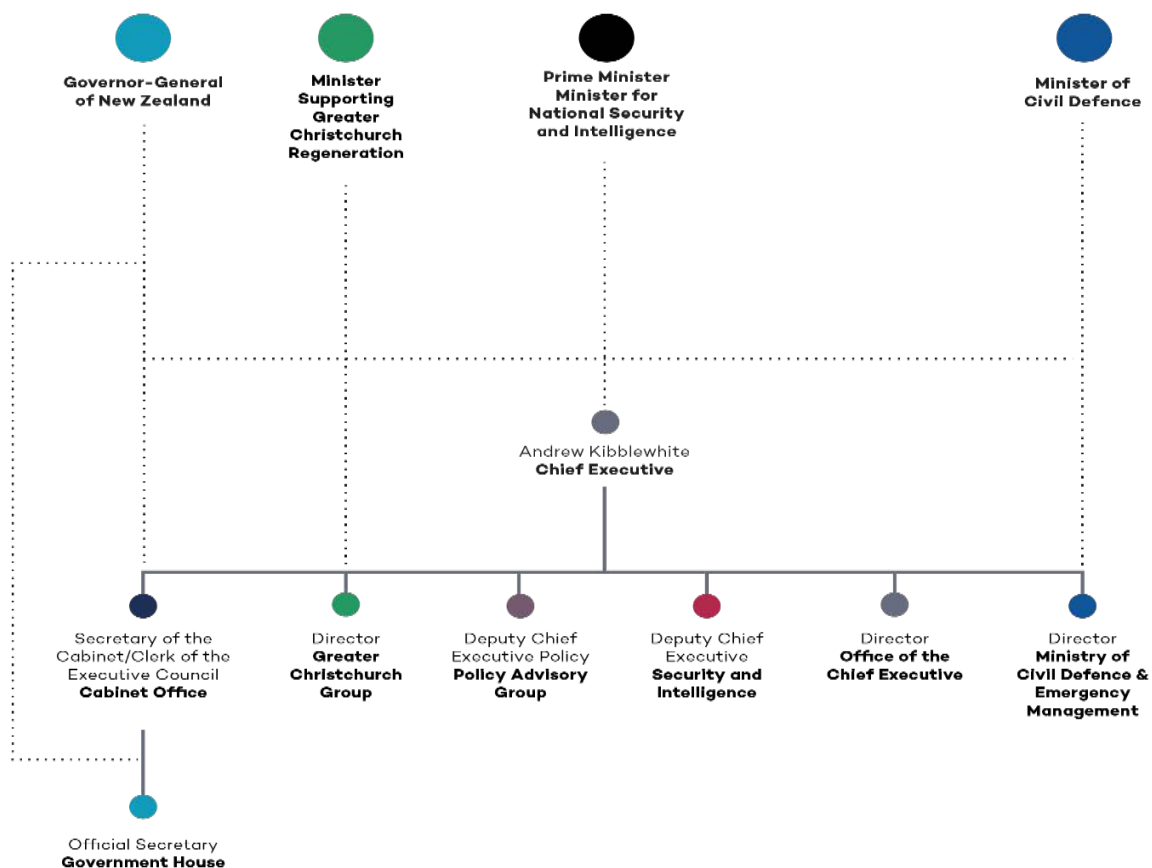
We expect the National Recovery Office to be disestablished at the end of 2017 and responsibility for coordinating any remaining national recovery support will become part of MCDEM's future work. Experiences over the past 12 months have shown the importance and need for fulltime recovery capability and capacity, including a National Recovery Office within MCDEM. We are scoping how the recovery function should be resourced in future.

We also propose to undertake an independent review of the two recoveries and are keen to talk with you about its scope and timing so we can quickly learn and apply the lessons.


## Appendix A: DPMC - Who we are, what we do & how we do it

In one way or another, we've got a hand in a whole lot of things that touch the lives of New Zealanders and who we are.

DPMC's people work in seven business units – Cabinet Office, Greater Christchurch Group, Government House, Ministry of Civil Defence and Emergency Management, Office of the Chief Executive, Policy Advisory Group and Security and Intelligence – and we report to several Ministers.



Naturally, the day to day work varies a lot across our teams. But we're all united and driven by a common purpose. At DPMC we talk about being committed to serve, willing to lead. We take that really seriously.



DPMC's here to help make sure we can all live in a country that's confident, well-governed and secure – and we do that in a wide variety of ways.

It could be through the unseen activity like the policy advice we provide to the Prime Minister and Cabinet, our critical role in security and intelligence or supporting the Governor-General.

Or it could be in the much more visible ways like Civil Defence managing and responding to emergencies, our work co-ordinating greater Christchurch's regeneration or celebrating remarkable New Zealanders through the Royal Honours system.

We've formalised this work through the five high level "challenges" we've set as part of DPMC's 2017-2021 Four Year Plan – they don't represent everything we do but they demonstrate where there's particular focus:

- Increasing support for the Government of the day to set and achieve its priorities;
- Ensuring our system of Cabinet government remains world-leading in the 21<sup>st</sup> century;
- Enhancing our collective sense of national identity;
- Shaping a National Security System that makes New Zealand more resilient; and
- Supporting the transition of local leadership of greater Christchurch regeneration.

As one of the three central agencies (alongside Treasury and the State Services Commission) we also play a role in leading and co-ordinating public service agencies.

It's all about making sure we're working together effectively across the public sector to deliver on the Government's priorities and provide the services and outcomes New Zealanders need.

## Appendix B: Our people

### MINISTRY OF CIVIL DEFENCE & EMERGENCY MANAGEMENT Leadership Team



**Director**  
Sarah (Norm) Stuart-Black



**Manager Capability  
& Operations**  
David Coetzee



**Manager Development**  
Shane Bayley



**Manager Analysis  
& Planning**  
Jenna Rogers



**Manager Communications**  
Anthony Frith



**Director National  
Security Policy**  
John Beaglehole



**Principal Advisor  
Emergency Management**  
Jo Horrocks



**Principal Advisor  
to Director**  
Mark Frampton

# Department of the Prime Minister and Cabinet

## OUR EXECUTIVE LEADERSHIP TEAM



**DPMC**  
Chief Executive  
Andrew Kibblewhite



**DPMC**  
Director, Office of  
the Chief Executive  
Anne Shaw



**MCDEM**  
Director, Ministry of Civil  
Defence & Emergency  
Management  
Sarah (Norm) Stuart-Black



**SIG**  
Deputy Chief  
Executive, Security  
and Intelligence  
Howard Broad



**GCG**  
Director, Greater  
Christchurch Group  
Kelvan Smith

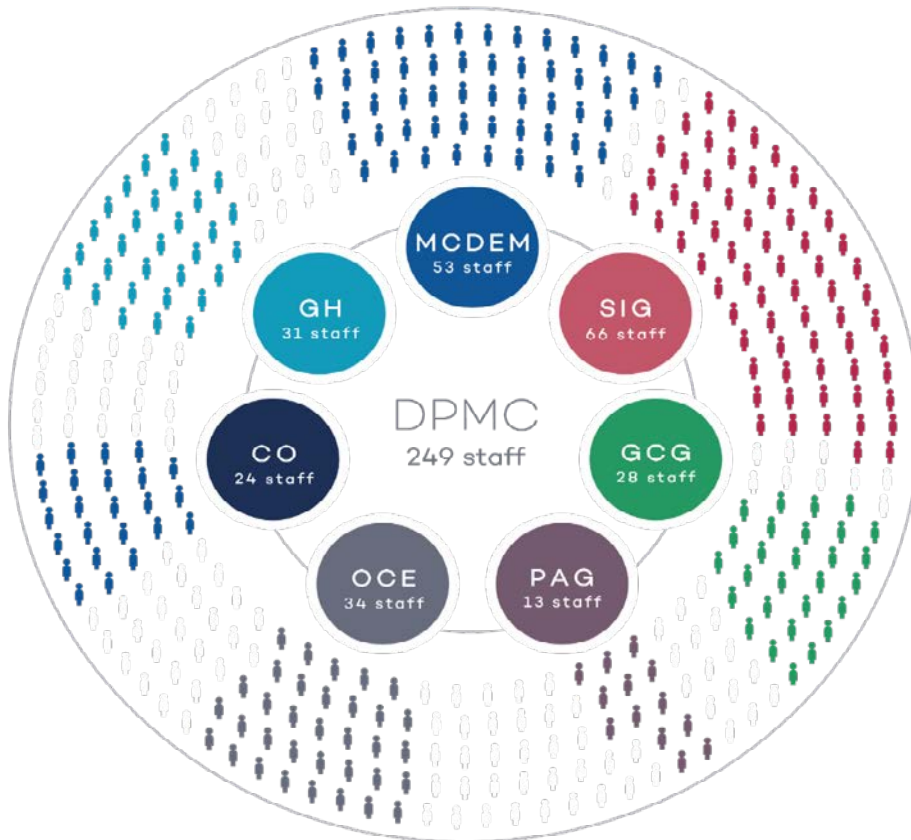


**PAG**  
Deputy Chief  
Executive, Policy  
Anneliese Parkin



**CABINET OFFICE**  
Secretary of the Cabinet/  
Clerk of the Executive Council  
Michael Webster





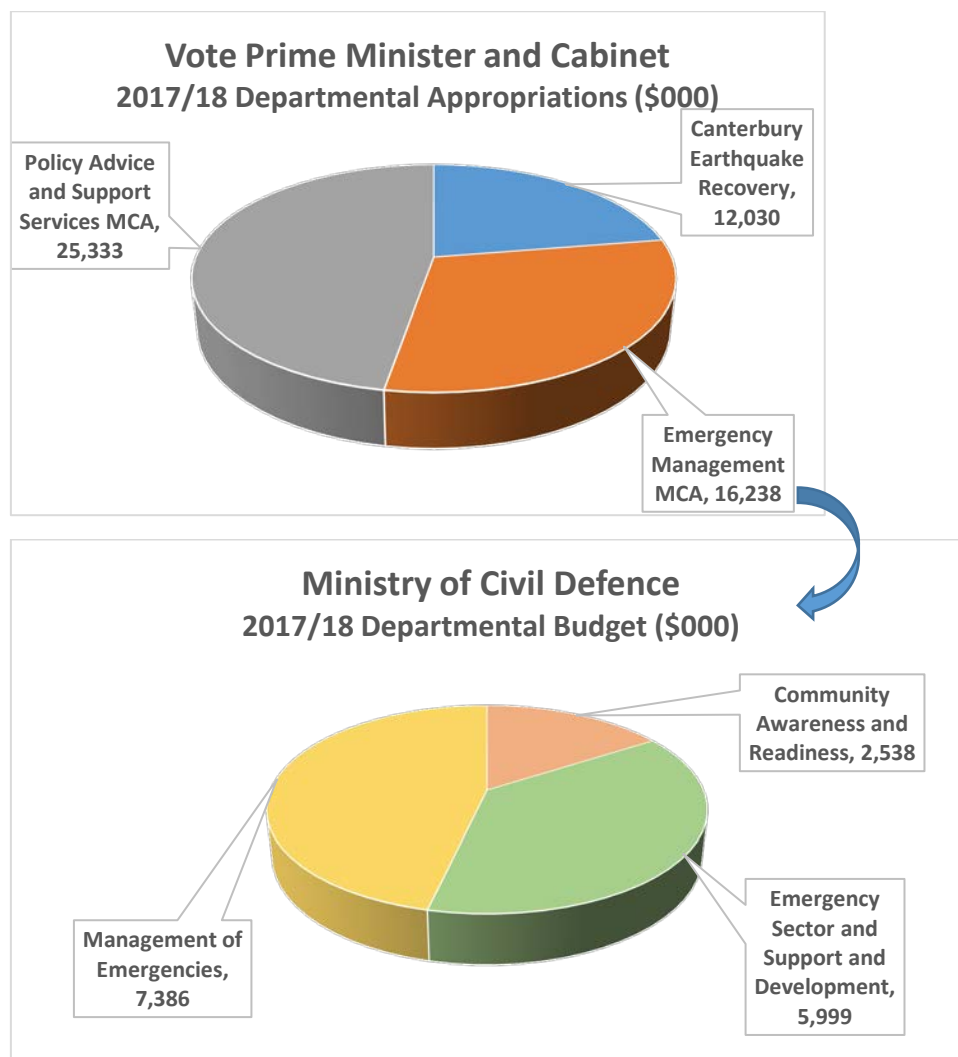
Staff numbers are as at 30 June 2017 – they do not include secondees.

## Appendix C: How Civil Defence is funded

You have responsibility for a number of appropriations through Vote Prime Minister and Cabinet.

### Departmental appropriation

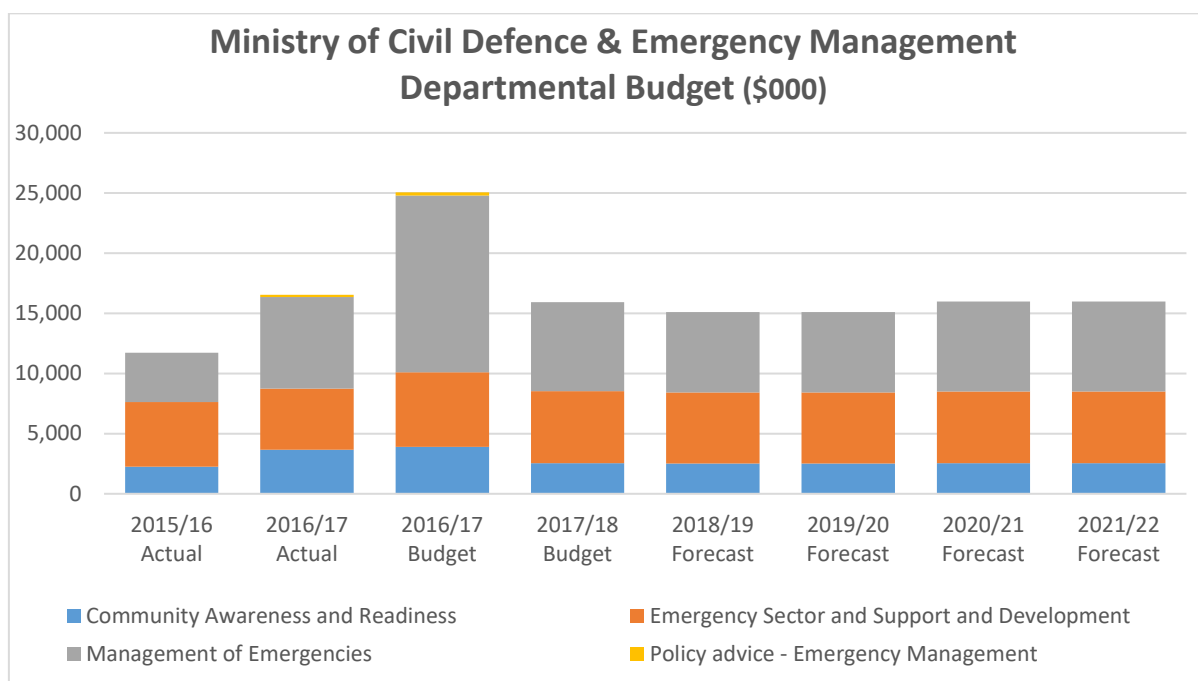
The Ministry of Civil Defence & Emergency Management's (MCDEM's) operations are funded through the Emergency Management Multi-Category Expense Appropriation in Vote Prime Minister and Cabinet.



The following chart shows actual expenditure for prior years and budget or forecast expenditure for 2016/17 and subsequent years. Key points to note about this information are:

- MCDEM's operating budget increased from 2015/16 due to:

1. MCDEM receiving an additional \$6.1 million of operating funding over four years (and \$63,000 of new capital funding) to support capacity and capability demands;
  2. budget reprioritised to MCDEM to support the Kaikōura earthquake and tsunami response and recovery and to support the Technical Advisory Group review of Civil Defence; and
  3. funding to support implementation of a National Cell Broadcast Alerting system.
- 2016-17 actual expenditure was less than budget due to activity relating to items 2 and 3 above extending into the 2017/18 year. The October Baseline Update will include a request to carry forward some of the unspent budget to 2017-18 to ensure the completion of this activity (the 2017 March Baseline Update included an in-principle expense transfer for this).



We note that in the 2016-17 year, DPMC was able to respond to unplanned fiscal pressures such as establishing a temporary National Recovery Office to support the response to the November 2016 Hurunui/Kaikōura earthquakes, through the reprioritisation of funds from the Departmental Canterbury Earthquake Recovery appropriation. DPMC may not have as much funding flexibility in the future if it is called on to support a response to a new significant emergency event.

## Non-departmental appropriations

You also have responsibility for the following non-departmental appropriations to support emergency preparedness and response costs:

	2017/18	2018/19	2019/20	2020/21	2021/22	
	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	
<p><b>Emergency Management Preparedness Grants</b></p> <p><i>This appropriation is limited to projects endorsed by CDEM Groups and managed or supported by the Ministry of Civil Defence &amp; Emergency Management.</i></p>	889	889	889	889	889	This appropriation supports emergency preparedness and response capability in the local community through funding relevant projects managed by local authorities.
<p><b>Contributions to Local Authorities Following an Emergency Event</b></p> <p><i>This appropriation is limited to contributions to local authorities (other than contributions authorised by section 115A of the Civil Defence Emergency Act 2002) following an emergency event, as prescribed in the current Guide to the National Civil Defence Emergency Management Plan</i></p>	500	500	500	500	500	This appropriation effectively provides for non-reimbursement related financial support i.e. to disaster relief funds and "special policy" funding.
<p><b>Local Authority Emergency Expenses PLA</b></p> <p><i>This appropriation is limited to reimbursing a local authority for, or meeting, expenses incurred by a local authority in connection with an emergency as authorised by section 115A of the Civil Defence Emergency Management Act 2002.</i></p>	5,000	5,000	5,000	5,000	5,000	This appropriation was established with Permanent Legislative Authority (PLA). As such the figures shown here are forecasts of expenditure, not appropriated expenditure. Actual expenditure will

	2017/18	2018/19	2019/20	2020/21	2021/22	
	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	
						vary according to demands related to specific emergency events.

In addition, the following appropriations were established in order to support the recovery from the November 2016 Hurunui/Kaikōura earthquakes:

	2017/18	2018/19	2019/20	2020/21	2021/22	
	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	
<p><b>Rehabilitation of Kaikōura Harbour</b></p> <p>This appropriation is limited to a contribution to the Kaikōura District Council acting on behalf of Environment Canterbury for work necessary to restore the functionality of Kaikōura Harbour.</p>	720	0	0	0	0	In addition, we estimate that 2016/17 underspend of up to \$3.5 million will be carried forward to 2017/18 in the October Baseline Update.
<p><b>Restoration of Kaikōura District Three Waters Network</b></p> <p>This appropriation is limited to a contribution to Kaikōura District Council to support additional resilience, capacity, improved materials, or other alternatives to the original infrastructure as part of restoration of essential infrastructure systems.</p>	1,800	0	0	0	0	In addition, we estimate that 2016/17 underspend of up to \$0.6 million will be carried forward to 2017/18 in the October Baseline Update.

# Appendix D: Civil Defence Emergency Management employees 2017

