**Police
Instructions**

Civil defence and emergency management

Policy statement and principles

What

This chapter and related resources provide policy, principles and procedures applicable to planning for and control of emergencies or disasters. In the event of a declared state of emergency Civil Defence Emergency Management (CDEM) will take control with Police providing support, carrying out assigned tasks while striving to continue providing services to our communities.

Why

Police as one of the key agencies making up New Zealand's emergency services is responsible for enhancing community safety, and legislatively mandated to be the lead emergency response agency to various types of incidents.

How

Awareness of, and/or competence in utilising:

- the role of Civil Defence in New Zealand as governed by the Civil Defence Emergency Management Act 2002
- the principal roles and responsibilities of Police in an emergency, including:
    - maintaining law and order
    - protecting life and property
    - assisting the movement of rescue, medical, fire, and other essential services
    - assisting the Coroner as required by the Coroners Act 2006
    - coordinating movement control over land and conducting inland search and rescue.
    - the Coordinated Incident Response System (either as a single or combined emergency service response)
    - emergency management plans as developed and maintained by District Commanders in each district, which provide for and form the basis for Police action to cope with any emergency where an extensive co-ordinated response is necessary
    - the powers available while a state of emergency under the Civil Defence Emergency Management Act 2002 (CDEM Act) is in force.

Overview

Introduction

Civil Defence in New Zealand is governed by the <u>Civil Defence Emergency Management Act 2002</u>. The Act provides for the establishment of a national strategy and national plan for emergency management, and of regional Civil Defence Emergency Management (<u>CDEM</u> ()) Groups, which must produce emergency management plans for their area.

This chapter provides policy, principles and procedures applicable to planning for Police control of emergencies or disasters and, where necessary, the passing of control to the <u>CDEM</u> () organisation in the event of a declaration of a state of emergency.

Useful resources

This chapter should be read in conjunction with the following resources:

- <u>Civil Defence and Emergency Management Plan Order 2015</u>
- <u>Guide to the Civil Defence and Emergency Management Plan 2015</u>
- <u>Director's Guideline for welfare services in and Emergency (DGL 11/15)</u>
- <u>Control and Command Chapter</u>
- <u>Disaster Victim Identification Chapter</u>
- <u>Exotic Disease and Pest Incursion Chapter</u>
- <u>The NZ Coordinated Incident Management Systems (CIMS)</u>

Governance

The Civil Defence Emergency Management Act 2002 is the overarching element in the <u>CDEM</u> () framework. The <u>National CDEM Strategy</u>, the <u>National CDEM Plan</u>, the <u>Guide to the National Plan</u> and <u>CDEM Group plans</u> also form part of the framework, with the support and participation of central and local government, emergency services, lifeline utilities, other general infrastructure providers, businesses and volunteer agencies who are implementing the CDEM arrangements

Civil Defence Emergency Management Act 2002

The Civil Defence Emergency Management Act 2002:

- promotes sustainable management of hazards
- encourages and enables communities to achieve acceptable levels of risk
- provides for planning and preparation for emergencies, and for response and recovery
- requires local authorities to coordinate planning and activities

- provides a basis for the integration of national and local civil defence emergency management
- encourages coordination across a wide range of agencies, recognising that emergencies are multi-agency events.
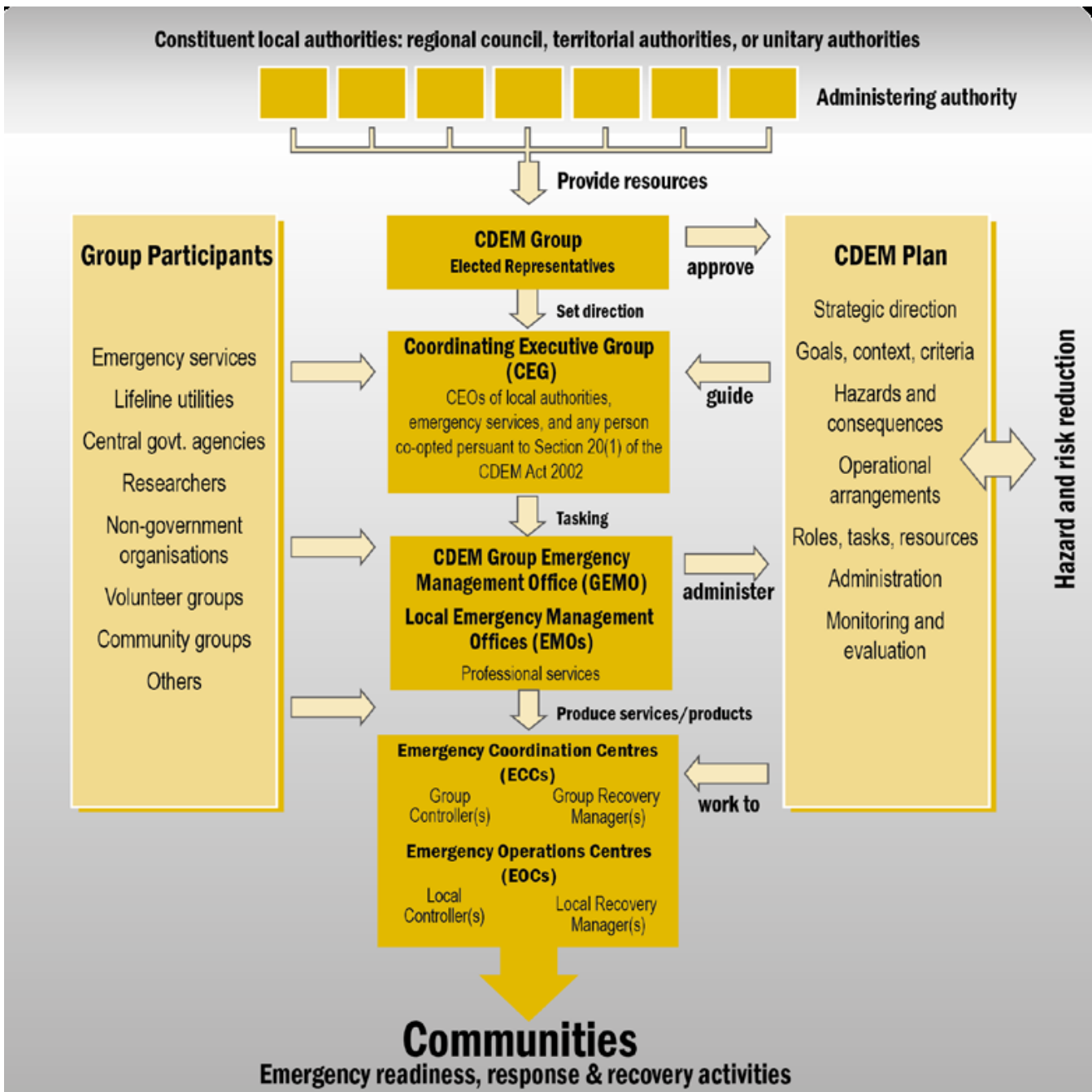
Civil Defence Emergency Management Group

Every regional council and every territorial authority within that region must unite to establish a Civil Defence Emergency Management (CDEM) Group. A unitary authority must establish a Civil Defence Emergency Management Group either alone or by uniting with a bordering unitary authority or regional council.

Civil Defence Emergency Management structure

CDEM () is structured through 16 regional CDEM Groups based upon regional local authority boundaries, which in turn builds on individual authority local capacity, integrated with emergency services (Police, Fire and Health). Where Police district boundaries overlap they must have planning and operational relationships with more than one CDEM Group. Refer to this link for further information on the CDEM structure.

At national level, Police, Fire, Health and other lead agencies all participate in 'whole of Government' emergency management structures. A shared multi-agency National Crisis Management Centre within Parliament is used to provide coordination of individual agency operations headquarters and facilitate chief executives on an Officials Domestic External Security Committee (ODESC) to report to Cabinet.

The diagram below identifies the structure for Civil Defence Emergency Management groups.

Coordinating Executive Group (CEG)

Each CDEM Group is required by section 20 of the Civil Defence Emergency Management Act 2002, to establish and maintain a Coordinating Executive Group (CEG) comprising chief executives of the local authority members of the CDEM Group, chief executives of District Health Boards, and senior members of New Zealand Police, and New Zealand Fire Service.

CEG responsibilities

The CEG is responsible for:

- providing advice to the CDEM () Group and any subgroups or subcommittees of the Group

- implementing, as appropriate, the decisions of the CDEM () Group
- overseeing the implementation, development, maintenance, monitoring, and evaluation of the CDEM Group plan.

Commissioner has delegated his power in respect of CEG

The Commissioner has delegated the power under section 20(1)(b) of the Civil Defence Emergency Management Act 2002 to District Commanders and any employee of or above the position of Superintendent who relieves a District Commander. The appointee must attend or be represented at all meetings of the CEG.

Although the level of the Police appointee will depend on the local circumstances, it should be at a level where resources can be committed and which shows that emergency management is accepted as core business.

Other services or resources

This table details other relevant services and resources.

Service	Details
Emergency services	Emergency services comprise Police, Fire Service and health sector services that act together to plan for and respond to any emergency. In addition the New Zealand Defence Force can provide support services.
Police	The principal roles of the New Zealand Police in an emergency are maintaining law and order, protecting life and property, assisting the movement of rescue, medical, fire, and other essential services, assisting the coroner as required by the Coroners Act 2006, coordinating movement control over land and conducting inland search and rescue. The New Zealand Police are also responsible for the welfare services inquiry sub-function under the National CDEM () Plan 2015.

Fire service	The New Zealand Fire Service's principal roles during an emergency are firefighting, containment of releases and spillages of hazardous substances, urban search and rescue (USAR), limitation of damage and redistribution of water, in consultation with the relevant territorial authorities for firefighting.
Health services	The Ministry of Health and all other health services undertake the planning necessary to provide health services, including minimising the effects of infectious diseases, in the event of any emergency.
Lifeline utilities	Lifeline utilities cover the infrastructure needs of the community such as water, wastewater, transport, energy and telecommunications.
Co-ordinated incident management system	The Co-ordinated Incident Management System (CIMS) is used by agencies to co-ordinate their response and recovery efforts. It involves teamwork, common terminology and operating structures, the integration of communications, and other management requirements to deliver emergency management. See 'Multi-agency response to incidents' chapter.

Definitions

Table of definitions

This table defines terms relevant to civil defence and emergency management.

Term	Definition

Civil defence emergency management	'Civil defence emergency management' means the application of knowledge, measures, and practices that are: • necessary or desirable for the safety of the public or property • designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge, and practices.
Civil Defence Emergency Management Plan	'Civil Defence Emergency Management Plan' means a National Civil Defence Emergency Management Plan or a Civil Defence Emergency Management Group Plan.
Controller	'Controller' means the person who is the national controller in accordance with section 10, or a group controller appointed under section 26 of the CDEM () Act 2002. Can also mean a local controller.
Co-ordinated Incident Management System (CIMS)	The Co-ordinated Incident Management System (CIMS ()) is the primary reference for incident management in New Zealand. The purpose of CIMS () is to achieve effective coordinated incident management across responding agencies for all emergencies regardless of hazard, size and complexity.
Disaster	A disaster is a sudden or great misfortune resulting in loss of life, serious injury, or property damage.

Emergency	'Emergency' means a situation that: • is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act • causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand • cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under the CDEM () Act 2002.
Epidemic	An epidemic is a disease affecting or tending to affect an atypically large number of individuals within a population, community or region at the same time.
State of emergency	A 'state of emergency' means a state of local emergency declared under section 68 and section 69 of the CDEM () Act 2002.
State of national emergency	A 'state of national emergency' means a state of local emergency declared under section 66 of the CDEM Act 2002.
Hazard	Hazard means something that may cause, or contribute substantially to the cause of, an emergency.
Hazardscape	Hazardscape means the net result of natural and man-made hazards and the risks they pose cumulatively across a given area.

Hazardous substance	'Hazardous substance' (in terms of the <u>Hazardous Substances and New Organisms Act 1996</u>) means, unless expressly provided otherwise by regulation, any substance with one or more of the following intrinsic properties: • flammability • corrosiveness • toxicity, both acute and chronic • an explosive or oxidising nature • ecotoxicity with or without bioaccumulation or properties which on contact with air or water, in the normal course of events, generates a substance with any one or more of the properties listed above.
Lead agency	Lead agency means the agency with the primary mandate for managing the response to an emergency, as specified in Appendix 1 of the National <u>CDEM</u> () Plan 2015.
Local authority	Local authority means a territorial authority, a regional council, or a unitary authority.
Local welfare committee	A local welfare committee is a collective of agencies working together at the local level to prepare for and manage the coordinated delivery of welfare services to affected people in their local area during an emergency.
Local Welfare Manager	A Local Welfare Manager plans for and manages the delivery of welfare services to affected people in their local area during an emergency.

National Crisis Management Centre	The National Crisis Management Centre (NCMC) is a secure, all-of-government coordination centre used by agencies to monitor, support, or manage a response at the national level. It is an example of a National Coordination Centre (NCC). MCDEM () is responsible for maintaining the NCMC () in a state of readiness, and will act as the lead agency for CDEM ()-led responses.
National significance	'National significance' includes, without limitation, any case where the Minister or the Director considers that: • there is widespread public concern or interest • there is likely to be significant use of resources • it is likely that the area of more than one Civil Defence Emergency Management Group will be affected • it affects or is likely to affect or is relevant to New Zealand's international obligations • it involves or is likely to involve technology, processes, or methods that are new to New Zealand • it results or is likely to result in or contribute to significant or irreversible changes to the environment (including the global environment).
National Welfare Coordination Group	The National Welfare Coordination Group (NWCG) Provides strategic oversight for the planning and development of integrated welfare services. The NWCG provides coordination at the national level, and support to CDEM () Groups at the regional level. Membership comprises the agencies responsible for each of the welfare services sub-functions, as listed in the *National CDEM Plan 2015*.

National Welfare Manager	The National Welfare Manager provides direction and support to CDEM () Group level welfare planning, and leads the coordination of welfare services at the national level. The National Welfare Manager is appointed by MCDEM (); alternate National Welfare Managers with suitable experience are also appointed (as per clauses 62(4) and 62(5) of the *National CDEM Plan 2015*). The responsibilities of the National Welfare Manager are listed in clauses 65 and 66 of the *National CDEM Plan 2015*.
Public place	'Public place' means a place that, at any material time: - is open to or is being used by the public, whether free or on payment of a charge, and whether or not any owner or occupier of the place is lawfully entitled to exclude or reject any person; and - includes, without limitation, any aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle carrying or available to carry passengers for reward.
Recovery activities	'Recovery activities' means activities carried out under this Act or any Civil Defence Emergency Management Plan after an emergency occurs, including, without limitation: - the assessment of the needs of a community affected by the emergency; and - the co-ordination of resources made available to the community; and - actions relating to community rehabilitation and restoration; and - new measures to reduce hazards and risks.

Civil defence emergency management

Managing incidents

Incidents are managed by single or combined emergency service response under the Coordinated Incident Response System version 2 (CIMS). Larger scale incidents may require emergency services, local authorities, lifeline utilities, government departments and others to coordinate their response.

The response can be coordinated by either the lead agency (such as MAF for a bio security event), or through CDEM () Groups.

National emergencies

Group/role/resource	Function
Director of Civil Defence Emergency Management	The Director of Civil Defence Emergency Management is responsible for civil defence emergency management at a national level. During a state of national emergency, the Director directs and controls the resources available for civil defence emergency management. The Director can delegate these powers to a National Controller.
National Civil Defence Emergency Management Strategy	Sections 31 and 33 of the CDEM () Act 2002 require the Minister to develop a national civil defence emergency management strategy. This strategy covers the Crown's goals, objectives and targets in relation to civil defence emergency management in New Zealand.
National Civil Defence Emergency Management Plan (section 39(2) CDEM Act 2002)	The National Civil Defence Emergency Management Plan identifies and provides for: • 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.

Civil Defence Emergency Management Coordinating Executive Groups	During a state of national or local emergency the Director of Civil Defence Emergency Management or group controller, or each, has an advisory group on which the Police are represented. The executive groups are established and maintained by the Emergency Management Groups. The representative on the executive group is "a senior Police employee who is assigned for the purpose by the Commissioner of Police" (section <u>20</u>(1)(b)). Usually, the senior employee nominated is the Operations Inspector. District Commanders appoint Police liaison officers to local <u>CDEM</u> () controllers as required. In addition, Police may need liaison officers at national and regional Civil Defence headquarters.

Local emergencies

Group/role/resource	Function

Civil Defence Emergency Management Groups	A CDEM () Group is established in each region and comprises representatives from the regional council and each territorial authority within the region. Authorities can also unite to create groups that cover more than one region. Each authority has one representative, who is its chairperson or an elected person delegated to act for the chairperson. The CDEM () Group must: • identify, assess and manage hazards and risks in the region, and consult and communicate about them • identify and implement cost-effective risk reduction • maintain and provide suitably trained and competent personnel for effective civil defence emergency management in its area • maintain and provide material, services, information and any other resources for effective civil defence emergency management in its area • respond to and manage the adverse effects of emergencies in its area • carry out recovery activities • when requested, help other groups to implement civil defence emergency management in their areas • within its area, promote and raise public awareness of, and compliance with, the CDEM () Act and legislative provisions relevant to the purpose of the CDEM Act • develop, approve, implement, and monitor a CDEM () Group Plan and regularly review it • participate in developing the national CDEM () strategy and the national CDEM Plan • promote civil defence emergency management in its area that is consistent with the purposes of the CDEM () Act.

Civil Defence Management Co-ordinating Executive groups (CEG) (section 20 CDEM Act 2002)	Each CDEM () Group must establish and maintain a Civil Defence Emergency Management Co-ordinating Executive Group, whose members include representatives from the local authority, Police, Fire Service, 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.
Group controller	Each group must appoint a person to be the 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. A CDEM Group can also appoint a local controller to carry out any of the duties of the group controller.
Recovery co-ordinator	If the Minister is satisfied that a CDEM () group is, or is likely to be, unable to effectively carry out recovery activities in its area, the Minister can appoint a recovery co-ordinator who is responsible to the Director, and has all the functions, duties and powers of the group controller if the notice appointing him or her provides for this, and: - there is no CDEM () Group Plan, or - the Minister is satisfied that the group controller for the area is, or is likely to be, unable to exercise the statutory functions of a controller.

For further information refer to <u>Part 5 of the Control and Command Chapter</u>

Emergency services coordinating committees (ESCC)

Coordinated control of emergency services is an essential factor in the successful outcome of Police controlled, or supported emergencies or disasters.

District Commanders may maintain an ESCC to cover their area of responsibility. ESCC must be integrated within CDEM ()Group structures to promote cross agency coordination. ESCC should identify high risk/high hazard businesses, including underground coal mining companies and relevant partner agencies to establish relationships and test emergency response plans.

> **Note**: Where ESCC are maintained meetings must be held at least once every six months.

The ESCC must establish methods of control, organisation and communication to facilitate the coordinated deployment of resources and services. It must also ensure compliance with national agreements in relation to control or coordination functions at emergencies or disasters. The membership of an ESCC should comprise a senior Police employee, and representatives from:

- local fire and ambulance services
- CDEM () group controller
- CDEM () - regional and local Emergency Management Officers (EMOs)
- organisations assisting with resources or expertise
- local NZDF - where relevant.

Hazardous Substances Technical Liaison Committees (HSTLC)

Where the New Zealand Fire Service has established HSTLCs, District Commanders must ensure that Police are represented on the committees.

The nearest HSTLC must be advised of all incidents or emergencies that involved hazardous substances.

A HSTLC must provide expertise in dealing with emergency situations arising from the transportation or use of hazardous substances, and:

- technical information on methods of neutralising hazardous substances (provided on a 24 hour basis)
- coordinating procedures for the correct method of control, decontamination and disposal of hazardous substances
- cataloguing sources of technical information on hazardous substances
- providing advice on planning for emergencies involving hazardous substances.

Police assistance to Fire Services

On request, Police must provide assistance to local fire services upon an outbreak of fire by preserving order, protecting life and keeping access clear, so that firefighting is not obstructed.

Special weather bulletins

The New Zealand Meteorological Service advises the Central Communications Centre in Wellington of forecasts for potentially severe weather conditions which may endanger life or property. Such weather warnings must be relayed by the Central Communications Centre to the Police district(s) concerned.

District Commanders must ensure that appropriate action is taken on receipt of dangerous weather bulletins, giving due consideration to:

- slips, landslides or large scale erosion
- boats in coastal or inland waters
- coastal residents
- strong or gale force winds
- very high inshore waves
- flooding, causing damage or community isolation
- severe snow storms.

District Commanders must liaise, where applicable, with emergency services, local authorities, Government departments or the NZDF, where the threat does not warrant a declaration of civil defence emergency pursuant to the Civil Defence Emergency Management Act 2002.

Where appropriate, warnings to the public should be broadcast over radio or television stations covering the areas affected.

Note: Responsibility for issuing flood warnings is that of the regional council.

Warnings - Lifeline Utilities Services (electricity, gas etc.)

Where a major supply failure occurs to a lifeline utility service of regional or national significance (e.g. electricity, gas) the responsible agency (e.g. Transpower, NGC) will advise both Police and the Ministry of Civil Defence Emergency Management.

MCDEM () will advise Police and local authorities via the CDEM () National Warning System. Police Central Comms will relay utility outage details and restoration timings to affected Police districts, who in turn notify local emergency services.

National Civil Defence warning messages - emergency or disaster

The Ministry of Civil Defence and Emergency Management (MCDEM) controls and operates a national civil defence warning system for the purpose of warning organisations and communities of the possible need for civil defence measures. As part of the National Civil Defence Plan, Police must actively participate in the warning system.

National civil defence warning and trial messages are passed to Police Communication Centres by MCDEM () and then by the Centres to the appropriate stations. The Master Standard Operating Procedure (MSOP) for the passing of warning messages can be found on the Communication Centres site.

On receipt of warning messages Police personnel in districts must immediately:

- acknowledge receipt
- contact the local CDEM () EOC () and ensure the message has been received by them - if it has not been received, tell them to contact MCDEM ().

District Commanders must ensure that Police personnel in their districts are conversant with action required on the receipt of warning messages initiated by the MCDEM ().

Phases of emergency management

Four phases

There are four phases of emergency management:

- Reduction
- Readiness
- Response
- Recovery

The 4Rs, reduction, readiness, response and recovery, are New Zealand's integrated approach to CDEM. In the first two phases, the possibility of an emergency is anticipated, and steps are taken to mitigate and prepare for it. The third and fourth take place only if an emergency occurs. The four phases operate in a cycle and one phase may overlap another.

Phase	Definition

Reduction	Identifying and analysing long term risks to human life and property from hazards; taking steps to eliminate these risks if practicable, and, if not reducing the magnitude of their impact and the likelihood of their occurring.
Readiness	Developing operational systems and capabilities before a civil defence emergency happens; including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities and other agencies.
Response	Actions taken immediately before, during or directly after a civil defence emergency to save lives and protect property, and to help communities recover.
Recovery	The coordinated efforts and processes to bring about the immediate, medium-term and long-term holistic regeneration of a community following a civil defence emergency.

Role of Police

Role of Police during reduction and readiness

New Zealand Police emergency and command planning forms the basis for New Zealand Police operations, including action in a state of emergency, and refers to and integrates with CDEM plans at national, CDEM Group, and local levels.

Police emergency management plans provide for:

- early control of the scene of an emergency, co-ordinating essential services, preserving life, and protecting property;
- the establishment of a operations headquarters;
- the callout of sufficient personnel to meet Police requirements;
- basic procedures for dealing with an emergency, including alerting and liaising with other emergency services; and
- liaison at the appropriate level of the response with other elements.

Further information relating to specific planning is contained in the Police emergency planning section.

Multi-agency emergency management planning

Police participate in multi-agency emergency management planning and exercises contributing to a co-ordinated response using the CIMS ().

CDEM () Group plans and local CDEM arrangements should cross-reference the appropriate sections of police emergency plans. Each CDEM Group plan is encouraged to include a sub-plan or section dealing with law and order and incorporate the following information:

- reference to police emergency plans;
- contact and liaison arrangements with the Police:
- prior to the declaration of a state of emergency (this may include police liaison with CDEM () Groups before an emergency);
- during a state of emergency (this may include arrangements for continuous police liaison at an EOC () and contact arrangements with the Police District Commander, or nominee).

Police regularly test and exercise response arrangements and participate in the National CDEM Exercise Programme.

Business continuity planning

PNHQ (), Communications Centres and District Commanders in each Police district must maintain business continuity plans to ensure that critical Police functions can continue to be delivered during an emergency.

Business continuity plans identify:

- Key risks;
- Prioritise business;
- Plan for the continuance of critical business; and
- Provide for the redeployment of staff in support of other districts.

Role of Police during response and recovery

The role of the New Zealand Police during the response to and recovery from an emergency is to:

- maintain the functions of the New Zealand Police as outlined in section 9 of the Policing Act 2008 and the Act; and
- assist with the dissemination of warning messages; and
- gather and collate information regarding the event and disseminate; and

- assist the movement of rescue, medical, fire, and other essential services; and
- co-ordinate movement control over land, including communications and traffic control; and
- conduct and support search and rescue operations; and
- carry out disaster victims identification;(Hyper link to DVI Chapter) and
- control access to and within an affected area so as to assist rescue, medical, fire, and other essential services; and
- conduct any initial evacuations to ensure protection of life; and
- be responsible for a process to co-ordinate inquiries to assist family, whānau, and next of kin to make contact with each other; and
- trace missing persons and notify their next of kin; and
- assist coroners as required by the Coroners Act 2006, in close liaison with the Ministry of Justice and health services; and
- support Controllers at the national, CDEM Group, and local levels and, when requested, appoint New Zealand Police liaison officers to the NCMC, ECCs, and local EOCs.

Note:

- During the first 72 hours of an emergency, all resources (including telecommunications networks and responding agencies) are stretched.
- Public are encouraged to utilise their usual and pre-planned means of contacting their family.
- When a member of the public has exhausted these means of contact, and there are genuine fears for the person's safety, an inquiry can be made with Police.

Interagency coordination

To provide for inter-agency co-ordination, Police ensure that:

- the Police National Manager: Response and Operations provides national co-ordination through Police channels on behalf of the Commissioner of Police and arranges for resource support when required
- the Police District Commander or nominee will be the adviser to the CDEM () Group controller under CDEM Group arrangements
- Police District Commanders appoint advisers to local and group civil defence controllers as required
- when appropriate, a Police liaison officer is appointed to attend EOCs on a continuous basis
- Police communication centres exchange situation reports with EOCs.

At a national level, the following agencies are required to plan for and support the Police to facilitate the inquiry process:

- MCDEM () as the agency responsible for the provision of the CDEM () welfare registration system; and
- the Ministry of Education as the agency responsible for providing enrolment information (when legally able to do so) about current location of children and their families when affected by an emergency; and
- the Ministry of Foreign Affairs and Trade, as the agency responsible for the provision of information about foreign nationals; and
- the Ministry of Health, via contracts with DHBs and primary care and ambulance services, as the agency responsible for patient registration; and
- the New Zealand Red Cross, for the provision of an international tracing facility through International Federation of Red Cross.

Coronial Support

Pursuant to the Coroners Act 2006 Police must notify the coroner of any violent or unnatural death that has occurred. The coroner's role is to determine the identity of the dead person and the time, place, cause, and circumstances of death. The coroner may also make recommendations or comments that may help to reduce the occurrence of other deaths in similar circumstances. In the course of this role, the coroner may authorise a post mortem. The coroner is also required to authorise the disposal of the body.

As a general rule Police will accept overall responsibility for the recovery and identification of human remains in a state of emergency. Emergency mortuary facilities will be arranged as required. Police will liaise closely with the agencies and individuals involved because of the legal, moral, cultural, and health implications that can arise in the disposal of human remains.

These agencies and individuals include:

- the coroner,
- iwi authorities,
- health authorities,
- funeral directors, and
- regional councils and territorial authorities that have power to undertake the emergency disposal of the dead under section 85(1)(g) of the Act.

Declaration of a state of emergency

Types of declarations

There are two types of declaration for a state of emergency:

- State of national emergency.
- Local state of emergency.

When a declaration would be made

Most events will not require any form of declaration. Agencies such as local authorities and government departments are able to provide services such as welfare support to displaced people using existing mandates without the need for a declaration. However, a declaration would be made when the use of specific powers is required, such as requisitioning.

Stages involved in the declaration of a state of emergency

Stage	Description
1	District Commanders should commence an early liaison with regional CDEM () Group EOC () staff in the event of an impending or developing emergency likely to be outside of, or beyond the scope of combined emergency services response. **Note**: Police may request or provide support irrespective of whether or not any form of declaration is made.
2	Where an emergency is beyond the scope and resources of Police and combined emergency services, the district commander may request the CDEM () Group to provide support and/or declare a state of emergency.
3	Local Controllers must be kept informed of all related activities undertaken by Police during a state of emergency.
4	The National Manager: Response and Operations, PNHQ (), must be notified when a state of emergency is declared.

Requests for Police resources

Requests from local CDEM during exercises	District Commanders decide on requests from local CDEM for the use of Police equipment and communications. Subject to operational exigencies, all reasonable requests for such resources should be granted. **Note**: Police personnel participation in civil defence exercises will be at Police cost.
Requests from local CDEM during actual emergencies	During a state of emergency, requests for Police resources must be dealt with according to actual Police commitments and the circumstances prevailing at the time.
Use of Police premises	Requests for the use of Police premises should be declined and civil defence officials must be encouraged to centre their activities and operations elsewhere so as to not affect overall Police efficiency.
Supporting other agencies	Activation procedures and the extent of Police resource commitment in support of other lead agency events (e.g. Health, Civil Defence, agricultural etc.) must be developed by Police CEG representatives and specified within Police district emergency plans and reflected in CDEM group plans.

Police role during a state of emergency

General

Police is one of the key agencies making up New Zealand's emergency services and is responsible for reducing crime and enhancing community safety. Police is also the lead agency for tourism and major transport accident emergencies. The principal roles of the Police in an emergency are maintaining law and order, protecting life and property, assisting the movement of rescue, medical, fire, and other essential services, assisting the

coroner as required by the Coroners Act 2006, coordinating movement control over land and conducting inland search and rescue. Police is also responsible for the welfare services inquiry sub-function under the National CDEM Plan 2015.

Objective

The objective of the New Zealand Police is to minimise the consequences of an emergency on individuals and the community by carrying out the functions of New Zealand Police under the Policing Act 2008.

Emergency response process

This table details the Police emergency response process.

Stage	Description
1	If an emergency has occurred or may occur that requires a significant and co-ordinated response beyond that usual for Police or emergency services, then the Police District Commander must arrange for liaison with the appropriate local or CDEM () Group Emergency Management Office or EOC () as soon as possible.
2	If a local or CDEM () Group response to the emergency is established, then the Police District Commander must notify the Commissioner of Police (through the National Manager: Response and Operations and the National Command and Coordination Centre) immediately.
3	A declaration of a state of local emergency may be made following the declaration process of the Group's CDEM () plan. This process may include consultation with Police and emergency services, local and group controllers, and the Emergency Management Office.
4	Any request for a declaration of a state of local emergency, by Police or others, must go through the relevant CDEM () Group processes. A declaration may only be made by the person(s) nominated in the CDEM Group plan.

5	If a declaration of a state of local emergency is requested of a CDEM () Group but is refused, the matter may be referred to the Commissioner of Police (through the National Manager: Response and Operations) for resolution in consultation with the group and the National Controller.

Principles of Police involvement

As stated in section 39 of the National CDEM Plan 2015 – the principles underlying the role of Police are to use:

- the use of ordinary Police powers and special powers created by the declaration of a state of emergency is at the discretion of the Police employee in charge, subject to any direction given by the Operation Commander
- any measures taken by anyone other than a Police constable for the maintenance of law and order must conform to any directions given by Police when a state of emergency is imminent or in force
- the Commissioner of Police through the Police National Manager: Response and Operations may arrange for reinforcements to be deployed from districts not directly affected (the Police National Manager: Response and Operations will co-ordinate inter-district movement of Police personnel in consultation with the National Controller)
- Police have powers of compulsion under the Act when a state of emergency is in force and may also authorise someone else to exercise any of these powers.

Police emergency plans

The emergency plans maintained by District Commanders in each police district provide for and form the basis for police action to cope with any emergency where an extensive co-ordinated response is necessary, and form the basis for Police action to cope with any emergency where an extensive coordinated response is necessary, and forms the basis for Police action.

In the event of a state of emergency, District Commanders in each district maintain emergency plans that provide for Police action to cope with any emergency where an extensive co-ordinated response is necessary. These plans form the basis for Police action in a state of emergency and refer to and integrate with CDEM Group plans.

Police emergency plans also provide for:

- the achievement of early control of the scene, the co-ordination of the activities of essential services, and the facilitation of the preservation of life and the protection of property

- the establishment of a Police Operations Headquarters
- the callout of sufficient personnel to meet Police requirements
- basic procedures for dealing with the event, including alerting and liaising with other emergency services
- liaison at the appropriate level with other elements of the response and coordination team

- the purpose of tracing casualties, evacuees, and missing persons, Police record details of the person inquiring and the person inquired about on an emergency reconciliation form (Check this) and promptly forward a copy of the completed form to the nearest public inquiry centre. In a large-scale civil defence emergency, the New Zealand Red Cross/Crescent may establish a national inquiry centre to help with the processing of inquiries.

Further information relating to specific planning is contained in the Police emergency planning section.

Powers during a state of emergency

While a state of emergency under the Civil Defence Emergency Management Act 2002 (CDEM Act) is in force, the particular powers of Part 5 are available, as shown in this table.

Police powers conferred by warrant	While a state of emergency is in force, or the Director, a controller, or a person authorised by a CDEM Group considers that an imminent threat of an emergency exists, Police may be issued with a warrant by a District Court Judge (section 78 (2) of the CDEM Act). The prescribed form and content of the warrant are set out in section 79 of the CDEM Act. The powers conferred by the warrant are set out in sections 80 and 81 of the CDEM Act. The powers are to obtain information required urgently to prevent or limit the extent of the emergency (see section 78(2) of the CDEM Act). A warrant template is at Annex 7.A. of the Guide.

Powers of compulsion	The CDEM () Act authorises Police and other authorised persons during a state of emergency to: • evacuate any premises or place, or exclude persons or vehicles from any premises or place where such action is necessary for the preservation of human life (section 86 of the CDEM () Act) • enter, and if necessary, break into any premises or place within the emergency area where it is believed on reasonable grounds that the action is necessary for saving life, or preventing injury, or rescuing and removing injured or endangered persons or permitting or facilitating the carrying out of any urgent measures in respect of the relief of suffering or distress (section 87 of the CDEM () Act) • totally or partially restrict public access on any road or public place (section 88 of the CDEM () Act) • remove any aircraft, hovercraft, ship or ferry or other vessel, or vehicle impeding civil defence operations and where reasonably necessary for that purpose the use of force or breaking into any such aircraft, hovercraft, ship or ferry or other vessel, or vehicle (section 89 of the CDEM () Act) • requisition wide range of resources, where such action is urgently necessary for the preservation of human life (section 90 of the CDEM () Act) • direct any person to stop any activity that may cause or substantially contribute to an emergency, or request any person either verbally or in writing to take any action to prevent or limit the extent of the emergency (section 91 of the CDEM () Act) • examine, mark, seize, sample, secure, disinfect, or destroy any property, animal, or other thing in order to prevent or limit the extent of the emergency (section 92 of the CDEM () Act).

Any Police constable may authorise someone else to exercise any of these powers, provided that the Police constable believes the action is necessary for the reasons given in the legislation.

Police role and function in general emergencies

Role of the Coordinator Operations: Emergency Management

The Coordinator Operations: Emergency Management, Response and Operations, PNHQ (), performs a liaison function for District Commanders at a national level between government departments and other organisations regarding:

• emergency or disaster procedures

- civil defence planning and training
- outbreaks of serious animal or plant diseases
- pollution by oil, gas and dangerous or toxic substances.

The coordinator is responsible to the Commissioner:

- for the preparation of broad guidelines relating to emergency or disaster planning, within which districts should plan their local emergency or disaster activities
- for the preparation of the Police National Emergency Management Plan and the PNHQ () Emergency Management Plan
- on request, for input into training courses for disaster management techniques.

National Civil Defence Emergency Management Plan

The National Civil Defence Emergency Management Plan contains civil defence priorities, measures and procedures designed to coordinate and assist the emergency services with their functions, duties and responsibilities during a state of emergency.

Police role in a civil defence controlled disaster or emergency

The Police role in a civil defence controlled disaster or emergency, are defined in sections 22 - 24 of the National Civil Defence Emergency Management Plan Order 2015. Key areas are the:

- protection of life and property
- maintenance of law and order in the immanence of and during a disaster or emergency.

Lead support role in certain types of emergencies

Police may have a lead or support role dependent on the type of emergency. A typical lead role could be law and order emergencies such as:

- civil disturbance
- terrorism
- security etc.

A support role to other agencies in other event types could include:

- public health
- bio-security
- natural disaster.

Police responsibility to CDEM

The Police responsibility to CDEM () includes:

- taking all measures within its power and authority to protect life and property including:
  - evacuation support and cordon control
  - facilitating movement of rescue, medical, fire and other essential services
  - assist with and support the registration and identification of casualties and evacuees
- providing representation at the National Crisis Management Centre (NCMC) and at regional CDEM () Group and local EOCs, including the provision of two-way exchange of information such as damage assessments and situation reporting
- participation in the dissemination of CDEM () warning messages
- maintenance of law and order
- road traffic safety and movement control
- arranging and carrying out Disaster Victim Identification procedures to identify the dead and provide for the requirements of the Coroner.

More emergency response information

Refer to the Police Manual chapters on:

- Control and Command
- Exotic disease or pest incursions
- Disaster Victim Identification

Inquiry sub function

Introduction

Police has responsibility for leading and coordinating the inquiry sub-function of welfare services in an emergency pursuant to section 69, CDEM () Plan 2015.

Inquiry involves identifying people who have been affected by an emergency and assisting family, whanau and significant others (e.g. next of kin) to make contact.

During an emergency family, whanau and significant others want to make contact with one another to confirm their whereabouts and safety. As a result large volumes of phone calls are made by the public (via many available phone numbers) to various responding agencies, regarding people who they are concerned about and seeking information on their whereabouts and safety.

During the first 72 hours of an emergency all resources (including telecommunications networks and responding agencies) are stretched. The public, through public messaging, should be encouraged to utilise their usual and pre-planned means of contacting their

family, whānau and significant others. When a member of the public has exhausted these means of contact, or the person they seek is known to be in an area that has suffered major damage, an inquiry can be made with the Police.

Support Agencies

The following agencies are required to plan for and support the Police to facilitate the inquiry process:

Agency	Support
MCDEM ()/ CDEM () Group/ Local Authority	Responsible agency for the provision of the CDEM () welfare registration system.
Ministry of Health/ DHBs/ Primary Care/ Ambulance Services	Responsible agency for patient registration; via contracts with DHBs, primary care, and ambulance services. To ensure that patient management systems are maintained and available for inquiry purposes using the National Health Index (NHI) system (which allows interrogation and restricted information to be shared with agencies such as the Police when requested)
Ministry of Foreign Affairs and Trade	Responsible agency for information on foreign nationals.
New Zealand Red Cross	To provide international tracing facility through international Red Cross and Red Crescent partners, e.g. via Restoring Family Links (RFL) which is an international service operating in business as usual using social media; telephone directories; club directories; door-to-door, talking to neighbours etc.

Ministry of Education	To provide enrolment information (when legally able to do so) to the Police regarding the current location (and identity) of children and their families who have been affected by an emergency.

Reduction (inquiry sub function)

It is expected that people will, in the first instance take responsibility for contacting their family, whānau or significant others using a range of methods before contacting the Police.

These might include:

- pre planned meeting place
- phone and/or SMS messaging
- social media (FaceBook, Twitter, etc)
- websites established for the purpose of connecting people during an emergency

Readiness (inquiry sub function)

Readiness includes the Police having in place:

- a scalable call centre capability which has been developed and exercised;
- a pre-determined 0800 number (held in reserve by Comms);
- consistent public messaging prepared by Police Public Affairs and CDEM () Public Information Management; and
- other Government agencies supporting the Police led effort.

Response (inquiry sub function)

As an incident occurs Police Communications have the capability and capacity to meet the demand of normal surges in inquiries by phone.

Inquiries are to be recorded in a standard format, enabling Police to activate and manage the inquiry process. This may include activating Police District emergency plans to meet staffing demands.

Police Family Liaison services will be part of the Police response to missing or deceased person inquiries.

Recovery (inquiry sub function)

Recovery involves a planned return to business as usual, including a phased stand down of any enhanced call-taking capability. Police will continue to manage the resolution of inquiries that have not been resolved during the response phase. These inquiries, including

ongoing Family Liaison service provision, may continue into business as usual activities.

Police emergency planning

Police emergency management plans

Police emergency management plans must be developed and maintained by District Commanders in each district to provide for and form the basis for police action to cope with any emergency where an extensive co-ordinated response is necessary.

These plans form the basis for Police action in a state of emergency and refer to and integrate with CDFM () Group plans.

District Commanders must:

- develop and maintain Police Emergency Management Plans, in consultation with partner response organisations and Emergency Management Officers (EMOs)
- plans must be designed to cope with potential emergencies or disasters relevant to their districts. Whenever possible a single plan encompassing an 'all hazards' approach should be prepared;
- plan, train and conduct exercises with key high risk/high hazard businesses, including underground coal mining companies, and relevant partner agencies to establish relationships and test emergency response plans;
- ensure that all Police personnel in their area of responsibility are informed on current local civil defence planning and must encourage positive attitudes towards civil defence activities;
- ensure that all senior Police (sergeants and above) acquaint themselves with CDFM () arrangements within their territorial areas of responsibility; and
- ensure Police are involved in welfare co-ordinating groups at a national and group level;
- ensure that the plan is lodged with Communications Centres.

Joint plans where appropriate

Where geographical or urban boundaries intersect district boundaries, district commanders may authorise joint plans covering two or more Police districts. For effectiveness, Police district emergency/contingency plans must be integrated with those of other emergency services, this can be achieved through the CDFM () Group planning process.

Key elements of an emergency plan

This table shows the key elements of an emergency plan.

Relationship to other plans	Emergency plans must, where appropriate, refer to and complement existing: • local and regional civil defence plans • airport ground safety plans • Ministry for Primary Industries plans; and • other local special emergency plans.
Police assuming overall control in some cases	In the event of any emergency or disaster not involving fire or the risk of fire, or the declaration of a state of emergency, plans shall show Police assuming overall control and coordinating the activities of all organisations assisting at the scene. Specialist functions of the other services will be coordinated under the umbrella of a Police command structure. (Refer to list of lead agencies in the National CDEM Guide)
Clear role description	Plans must describe not only how Police act as lead agency in a Police controlled event, but also describe the Police role as a support agency to other event lead agencies, e.g. during a public health emergency.
Fire or fire risk	Where a fire or the risk of fire exists, Police at the scene must assume and retain overall control and coordination outside the immediate fire area and liaise with the senior fire officer present.
Liaison officers	Plans should allow for liaison officers from the other services to be attached to the incident control and at operation headquarters as required.
Four phases of emergency management	Emergency plans shall cover the four phases of emergency management: • reduction • readiness • response • recovery.

Retention of emergency or disaster plans

Emergency plans must be retained at district headquarters stations and at other stations or adjoining districts as considered necessary by district managers. Copies must be placed in strategic locations for ready access by senior district Police (sergeants and above).

Copies of Police district emergency plans must be provided to the Emergency Management Office of each regional CDEM () Group to promote inter-agency integration and coordination of emergency activity.

The district commanders must provide a copy of their district plan to the Coordinator Operations: Emergency Management, Response and Operations, PNHQ (), for reference purposes should the scale of a disaster prevent their district from responding adequately.

Maintaining current plans

District Commanders are responsible for ensuring that district and joint district plans are maintained for accuracy and that there is an on-going review process.

Comments must be sought from regional CDEM () Groups as to currency of arrangements in light of other agency changes.

Communications Centres

Communication Centres will have an active part to play in most emergency events up to and during the declaration of a civil defence emergency. Prior to a declaration Communication Centres will maintain their standard operating procedures with responsibility for P1 and P2 events. Upon declaration of an emergency and establishment of a district command centre for managing the Police response Communication Centres will continue assisting the district response with logistical support such as channel configuration and dispatch support as required and within capacity. It is important to maintain clarity of command during hand over of any incident or event from Communication Centres to DCCs.

Key District Emergency Plans, hard and soft copy, must be held within Communication Centres and be regularly tested to ensure they are up to date.

District Command Centres

District Command Centres are responsible for setting up a coordinating centre for use during emergencies or disasters.

Police liaison

District Commanders must provide for effective liaison and communications with other emergency services, local authorities and lifeline utilities through regional CDEM () Group Emergency Operations Centres (EOCs) and local authority EOCs.

Alternative Police accommodation

District Commanders must plan for alternative premises to be used as headquarters or Police stations in the event that the existing premises become uninhabitable. Details must be included in district emergency or disaster plans.

Training

Note these points regarding training.

Courses	District Commanders must ensure that Police personnel take part in local multi-agency training courses or exercises whenever possible. This includes taking an active part in planning and coordinating appropriate training courses.
CIMS training	District Commanders must ensure that Police personnel are routinely trained in CIMS () 4 training courses.
Exercises	District Commanders should advise the National Manager: Response and Operations at PNHQ (), of any impending Police controlled emergency or disaster training exercise or major exercise controlled by any other agency so that Police may be represented at the training exercise. Requests for training assistance/support from the NZ Defence Force or any other Government departments must be made through the National Manager: Response and Operations at PNHQ ().
Costs	Costs for Police personnel to attend training or exercises must be met from within district budget.

Effects of disasters on policing

Staff

The Police response will depend largely on their degree of preparation. Most of the staff are likely to survive unharmed. They will have to assess Police injuries and damage, and begin organising their response to the public.

It may take two days to organise effective outside help. Local procedures must be in place allowing staff to be relieved regularly. Twelve-hour shifts are the maximum that anyone can work in such circumstances.

Staff morale and welfare

Emergency services personnel usually cope well and do not desert their posts to care for loved ones. It is important to reassure them of the safety of their families as early as possible.

Be alert to the signs of stress, and do not expect superhuman endurance and endless reserves of calm either from yourself or from others. Remember that Police employees are human beings. A disaster, particularly if it involves horrifying injuries or deaths, will provoke a human response even from highly experienced people. Different people are affected by different trigger incidents.

A number of factors contribute to personal distress, for example:

- age
- marital status
- personality characteristics
- experience
- situational factors, such as the:
  - cause of the disaster and its scope
  - support available to workers
  - efficiency of the organisation.

Effects and how they manifest

Some people may find it difficult, or impossible, to cope with certain types of work at the scene. Others may be hit by stress symptoms after the incident. A number of effects have been observed in emergency services workers after a disaster. Any of these may appear in the days and weeks following the disaster.

Effect	How it manifests
Emotional	Anxiety, depression, anger, guilt (the person believes that he or she should have performed better - should have shown better judgement, more endurance, greater strength and so on), irritability, feelings of helplessness.

Cognitive	Changes in memory and concentration, nightmares, intrusive thoughts and imagery.
Behavioural	Altered use of substances (alcohol, cigarettes and caffeine), social withdrawal, loss of interest in usual activities.
Relationship	Irritability, inability to share feelings, isolation, conflicts in loyalty.
Somatic	Changed sleeping and eating habits, an increase in accidents and personal health problems.
Motivational	Values are re-orientated.

Important: You may fear that if you voice your distress you will be seen as 'weak'. On the contrary, it may be of value not only to you but also to colleagues who are feeling the same way.

Communications

Each Police district has radio and cell phone links between its headquarters, vehicles, staff and Communications Centres. This network is, in the main, independent of Telecom or other providers, particularly in the metropolitan areas.

There is a national telephone network between major stations, and a national data network that carries electronic mail. These use both commercial and private microwave links. Access to the Ministry of Defence message switching system and radio communications network is available through PNHQ ().

The Civil Defence communications plan gives long distance Police communications priority use of established radio emergency links.

Natural hazards

Responses to major natural disasters such as an earthquake or flood is the responsibility of Civil Defence, but Police will be expected to make decisions and take appropriate action until centralised control has been established. Police should prepare for such incidents and be aware of the likely effect on key facilities and mass care centres, and identify suitable locations for establishing regulating centres.

For further information on the key hazards affecting New Zealand refer to the National Hazardscape Report.

Man-made disasters

Chemical spills

Chemical spills are the responsibility of the Fire Service, but Police may be first at the scene and will need to take appropriate action to ensure public safety. You may also be asked to assist the Fire Service with crowd and traffic control.
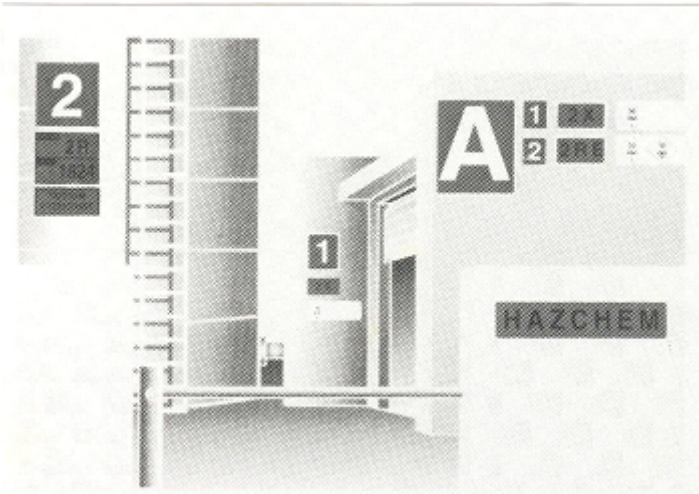
Labelling

Except for transport and marshalling areas when they are attended, and freight container storage areas, any workplace containing hazardous substances in commercial quantities must display:

- an entrance warning sign at every road and rail vehicle entrance, consisting of the word HAZCHEM in 100mm black lettering on a 150mm by 600mm orange background, like this:

- a composite warning sign:
  - at the main entrance to a building or structure
  - at every entrance to a room or compartment that contains a hazardous substance
  - on the outside surface of an above-ground tank and its perimeter wall
  - adjacent to the outside storage area.

- a site plan adjacent to the entrance warning sign, marked 'Emergency Site Information' and giving the location of buildings, tanks and outside storage areas that should carry Hazchem warning signs.

Vehicle labelling

For information on vehicle labelling, see the 'Dangerous goods inspections' chapter of the Police Manual.

Liquefied petroleum gas and compressed natural gas

These are transported in rail containers of up to 23 tonnes capacity, and tanker loads of up to 30,000lt. They can be stored and used in safety in the same way as petrol, but are potentially far more dangerous in an accident.

Both are asphyxiates, which means they can displace oxygen in the lungs, causing asphyxiation. In high concentrations they have a narcotic effect, causing drowsiness, nausea and vomiting.

Liquefied petroleum gas

Liquefied petroleum gas (LPG) is a generic name given to a group of hydrocarbons derived from crude oil or petroleum distillation processes. The most common of these are propane and butane, which may be mixed commercially with varying amounts of other liquefied petroleum gases. Commercial names include 'Rock gas' and 'Handigas'.

LPG () is:

- a gas at normal temperature and pressure. Under a moderate decrease in temperature or increase in pressure, or both, it becomes a liquid weighing about half as much as water, and is normally stored in that form
- normally colourless and odourless, but an odorant is often added. Because of its refractive index, the vapour sometimes shimmers

- flammable and explosive when mixed in proportions of 2 - 10 percent of vapour in air. Beyond this range mixtures are either too weak or too rich to burn. LPG () burns in air at temperatures of up to 2000 degrees C
- one to two times heavier than air.

Note: Small quantities of gas may give rise to large volumes of an air/gas mixture; for example, one litre of liquid will produce 50 - 275lt of vapour.

Hazards arise when procedures are followed incorrectly or accidents occur. For example:

- both vapour and liquid are extremely cold and can cause severe frost burns and damage to the eyes and lungs
- LPG () vapour is highly volatile and can ignite on contact with hot engines, cigarettes, or friction sparks from footwear or hand tools. Less common potential sources of ignition include electronic equipment such as building alarms, camera flashes and radios, and electrostatic discharges from synthetic fabrics
- escaping gas may ignite and burn the container. Steel weakens at temperatures over 200 degrees C and is likely to rupture at over 300 degrees C. The higher temperature and lower pressure make the LPG () boil and vaporise, the relief valves cannot cope and the gas explodes. This event is called a 'BLEVE' - Boiling Liquid Expanding Vapour Explosion.

The remaining liquid atomises and a fireball of up to 300m in diameter is formed, while pieces of the container can be propelled up to one km. People have been killed by debris at distances of up to 200m from the explosion and fatally burned at up to 75m distant.

The escaping vapour may travel up to 1000m and still ignite. Because it is heavier than air, it travels along the ground and may sink into storm water drains. Local wind conditions may make it accumulate in pockets of still air. A container that has been emptied may still contain LPG () vapour at atmospheric pressure and may explode if an open or leaking valve allows air in. All LPG containers should be regarded as potentially dangerous.

Compressed natural gas

Compressed natural gas (CNG) is domestic methane stored under pressure. It has the same basic properties as ordinary natural gas. Lighter than air, it will dissipate rapidly if leaked.

CNG and air may explode in a mixture of 5-15 percent gas. Leakage into a confined space such as a caravan may create a dangerous build-up.

An explosion inside the container is unlikely unless the container fails through overheating. Such an explosion would be less devastating than an LPG () BLEVE, but could still kill.

Fires

Fires are the responsibility of the Fire Service and Rural Fire Authorities, but Police may be first at the scene, and will need to take appropriate action to ensure public safety. You may also be asked to assist the Fire Service and Rural Fire Authorities with crowd and traffic control.

This table shows some fire hazards.

Hazard	Explanation
Smoke	As well as suffocating victims, it can destroy visibility.
Toxic gases	Fires in vehicles, houses and rubbish frequently contain a variety of toxic fumes which are formed when plastic compounds burn. It is imperative that Police and the public avoid inhaling these fumes. The most common gas produced in fires is carbon monoxide. It is colourless and odourless, and can asphyxiate victims well before the flames reach them.
Heat	Room temperatures in a fire can reach 1000 degrees C at eye level. Inhalation will scorch the lungs.
Speed	A small flame can become a major fire within seconds.

Aircraft, maritime, train and bus crashes

Transportation mass disasters:

- almost always occur without warning which increases the sense of shock for survivors
- may take place in inaccessible locations
- may result in severely damaged bodies, which increases stress among those in recovery teams, and causes identification difficulties
- will require that several other agencies be notified.

Criminal activity

In a disaster that has been deliberately or negligently caused, Police have a dual role to:

- assist with the disaster recovery procedures
- investigate the crime and apprehend and prosecute the offenders.

Remember: The safety and welfare of victims is your first priority.

Managing oil pollution

Maritime Safety Authority (MSA) responsibility

The MSA () is responsible for preparing and maintaining the New Zealand Marine Oil Spill Response Strategy.

Tiered response system

Tier 1	Tier 1 responses are managed and controlled by the spiller.
Tier 2	Tier 2 responses are managed and controlled by the appropriate local regional council and may require Police involvement.
Tier 3 and 4	Tier 3 and 4 responses are managed by the MSA () and may require significant Police resources including inter-agency liaison at both the local level and the national incident support centre in Wellington.

Police role

The major roles for Police include:

- advising MSA () of any spill
- provision of liaison officers to the On-Scene Commander (OSC) appointed by either the regional council or the MSA ()
- perimeter, movement and crowd control, (perhaps including marine control where resources allow)
- provision of road escorts
- investigative assistance if requested and appropriate.

Police employees becoming aware of any spill should immediately advise the MSA ()'s Marine Duty Officer on (04) 472-7367, and provide this information (if known):

- witness's details
- exact location of spill in relation to landmarks
- time seen
- source of spill
- direction of drift
- weather conditions and visibility
- vessels in area at time
- assessment of report (reliable - doubtful - unreliable).

OSCs have powers similar to those of a civil defence controller. The Maritime Transport Act 1994 provides for a Police constable to undertake some of the functions of an OSC. Once an OSC has been appointed they should be consulted before Police act in this manner.

The responsibility for investigating the cause of a spill rests with the OSC and the MSA. Police assistance with the investigation may be requested and should be granted if resources and other priorities allow.

Police media policy gives guidance to staff at scenes who may be approached by the media. A record of all resources deployed by Police should be maintained.

Search and rescue

Urban search and rescue (USAR)

Urban search and rescue (USAR) is a specialised discipline for locating and rescuing persons from collapsed structures or confined spaces. New Zealand has set up a national USAR steering committee and has specialist USAR teams based in Auckland, Palmerston North, and Christchurch. Police is represented on the national committee by the Manager: Emergency Management, Operations Group, PNHQ ().

Note: Information on USAR is available on www.usar.govt.nz.

The USAR teams are available for deployment in appropriate situations. Activation of the teams is done through the NZ Fire Service Communications Centre.

Police will not be providing staff in this specialist role. However, it is desirable that 'front line' staff has some basic understanding of USAR so that they can support the USAR team on site. Category O of the USAR National Response and Training Tier System provides an introduction of USAR and staff should undertake this course wherever possible. Courses should be available through the local CDEMG.

For more detailed information, see the 'Search and Rescue operations' chapter of the Police Manual.

Emergency preparedness

General lack of preparedness

Most people intend to get around to preparing themselves, their family and their work colleagues for disaster … sometime. Sadly, disasters have a habit of happening before 'sometime' arrives. This section gives a brief outline of the essentials. Civil Defence has a number of publications which deal with preparing for disasters, and these will give you further details.

Be prepared

These general requirements apply, whether you are at home or at work:

- Have a plan (see next section).
- Know where to turn off lights, water, electricity and gas.
- Know where to find the fire extinguisher or hose.
- Learn First Aid.
- Learn basic rescue and survival skills.
- Learn personal protection skills.
- Make sure that your house and property (and/or your workplace) are safe and secure.
- Ensure that insurance cover is adequate.
- Identify the hazards most likely to affect your community and your family.
- Know the basic precautions for each type of hazard.
- Know about fire safety and how to put out small fires.
- Know your local CDEM () communication systems.
- Have a disaster kit.
- Have a neighbourhood (community or workplace) support plan.
- Know your local CDEM () plan.
- Know your school plan.
- Know about post-disaster support and victim support.
- Consider what your survival needs will be if you are away from home when a disaster or emergency happens.

Disaster Preparedness Plan

All adults, and any children who are old enough to carry out plans unsupervised, should be involved in disaster preparedness planning. If only one person knows what to do, and that person is injured or away, the preparation is useless. Your plan should be written down and

cover the areas listed in this table.

Area	What to cover
Names of family members	For a home plan - record the ages of anyone under the age of 12 or over 60.
Names of the first aider(s) and floor warden(s)	For a work plan.
Medical	Details of any medical conditions.
Emergency escape routes	Draw a plan and identify safe ways of exiting the building. Practise evacuation.
Safe shelter/areas	These will depend on the nature of the disaster. Consider different types of emergency and discuss a response to each type (for example, storms - seek shelter away from windows; floods - seek higher ground).
Meeting places	Family plans should include a predetermined meeting place outside of the disaster area. You will need at least two - one local in the case of a localised disaster such as a fire (for example, the playground three sections up the hill) and one outside of your immediate suburb.

Responsibilities	In your plan you should allocate responsibility for various tasks in preparing for and coping with the disaster.
	Preparing
	• Storing emergency food and water. • Storing fuel and cooking utensils. • Checking torches and radio batteries. • Maintaining the disaster survival kit. • Maintaining the household 'getaway' kit.
	Coping
	• Turning off gas, power and water supplies. • Organising emergency toilet and hygiene arrangements. • Collecting children from school. • Contacting extended family members to let them know that you are okay, and where you are. • Dealing with the household pets. • Checking that neighbours are okay.

Note: The plan should be reviewed six-monthly.

Disaster recovery kits

These three types of kits should be ready at any time.

Type	What it should contain

Home survival kit	- A radio and spare batteries. - A torch and spare batteries. - Cyalume light sticks. - Canned food (and can opener). - Bottled water. - First aid kit/medical supplies. - Warm clothing and blankets. - Baby needs. - Pet food/restraints. - Fire blanket. - Means of warming food and boiling water.
Personal survival kit (for work)	In a bag near your work area, keep: - clothing - include a sweatshirt, a waterproof jacket, strong comfortable shoes, socks, track pants, a change of underwear - a box of high energy food bars - a large plastic bottle of water or lemonade - three days' supply of essential medication - other personal supplies - a torch and batteries.
Getaway kit	When it is necessary to evacuate your home in a limited time, having everything close to hand makes it possible to leave quickly without leaving anything essential behind. Include: - family documents - money/cash - essential medicines - lightweight energy food - a survival blanket - precious jewellery, photographs - a warm item of clothing (for example, a coat) - baby needs.

Evacuation

Legal authority

Ascertain your legal power to evacuate. See 'Police-controlled emergencies'.

Responsibility for evacuation

Decision, planning and execution are the responsibility of Police Commanders. If the evacuation appears to be beyond Police resources, the District Commander must ask for a state of emergency to be declared.

Confidence and co-operation of those affected

This is essential. If people act on their own initiative they may disrupt or invalidate Police efforts. Public confidence and co-operation may depend on:

- awareness, resulting from an effective warning system
- the timeliness of warnings and the decision to evacuate
- adequate security for homes and property
- adequate welfare arrangements throughout, including arrangements for pets
- reassurance that they will be able to return to their homes as soon as possible.

Warning and information

After the first warning keep the public informed. Pass on decisions and advice. A variety of means can be used, such as radio and television broadcasts, fire sirens, public address systems and house-to-house calls.

Police evacuation plans

A Police evacuation plan should form part of the district emergency/disaster plans. Where organisations have their own evacuation plans the district plan should contain at least:

- emergency contacts
- a warning system
- assembly areas
- prominent risk areas.

Pre-evacuation considerations

Pre-evacuation considerations include these questions:

- What are the problems?
- Is evacuation necessary?
- What resources are required?
- How will it be done?
- How should people be told?

What are the problems?

Establish the magnitude, extent and likely duration of the emergency, taking into account:

- whether the danger is real or a possibility
- the area and population involved
- the time available
- the possibility of a secondary stage to the disaster, such as subsequent earthquakes, or explosions from hazardous substances.

Is evacuation necessary?

Recognise that:

- people should be evacuated only to keep them safe
- some personnel may have to stay behind to attend to vital functions
- evacuees should be returned to their homes as soon as possible or arrangements made for their ongoing welfare.

Note: The risk of evacuation must not exceed the risk of staying put.

What resources are required?

Consider these areas:

- Staff.
- Transport.
- Equipment.
- Communications.
- Logistics.

Remembering that some roles may overlap, ask what is needed from outside organisations and consider:

- availability, including response times
- capability
- durability (rest, replenishment and servicing).

How will it be done?

Address:

- the degree of urgency
- how many are to be evacuated, and in what order

- the location of people with special needs, such as hospital patients and the elderly
- pre-evacuation registration
- transport and consider:
    - timetables - what are the turn-around times? Remember fuelling and servicing
    - routes. Avoid congestion, and make sure everyone is informed of any restrictions
- pre- and post-evacuation assembly areas, keeping safety and access in mind. They should be well known features such as schools or sports grounds, and preferably sheltered
- welfare requirements.

How should people be told?

The timing of the announcement will depend on the circumstances. Remember:

- it is not necessary for everyone to be told at the same time but it is often helpful to let key people know in advance
- a community that has been kept informed and is prepared for evacuation will be able to respond at the most appropriate time
- if you have to decide on evacuation before planning is complete an early announcement is essential. Its wording will determine people's response. Be clear, and tell them:
    - why they are being evacuated
    - how they are being evacuated
    - when it will begin
    - where they are to assemble.

Post-evacuation considerations

These will depend on the reason for the evacuation, any deficiencies in the arrangements and the duration and conditions of the movement. In any case, a coherent reception plan is essential. Remember:

- Reception must be efficient and orderly - evacuees may be stressed and efficient procedures can minimise future problems. The reception centre must have toilets, and facilities for preparing and supplying food.
- If registration has not been completed earlier it should follow reception as soon as possible. The process must be simple and efficient.
- If large numbers need overnight accommodation obtain a civil defence declaration so that you can use the Civil Defence welfare plan.
- If such a declaration is not required, the Salvation Army and the New Zealand Red Cross may help. Catering may be done by the New Zealand Defence Force, hospitals or other large institutions. Local agencies should be listed in the district emergency plan. Local Civil Defence plan welfare sections may provide guidance.

> **Remember:** Registration and welfare arrangements are very labour intensive. This factor may determine whether or not a civil defence emergency is declared.

Hazardous chemicals

This section contains the following topics:

- Preparing for incidents
- Driver's responsibility
- General
- LPG
- LPG approach and evacuation procedure
- CNG evacuation procedure

Preparing for incidents

Police should prepare for incidents in liaison with the Hazardous Substance Technical Liaison Committees. Plans must emphasise control, co-ordination, communications and accountability.

Driver's responsibility

When a vehicle incident involving commercial quantities of a hazardous substance occurs, the driver, if uninjured, should:

- move the vehicle to a place where the leakage will cause least harm
- make it safe by disconnecting the battery
- keep the public away
- remove casualties from the danger area if further injuries will not result
- remain with the vehicle and have the emergency services notified
- give the emergency services all the necessary information, including the emergency procedure guide and hazardous substance declaration.

General

Follow these steps when you encounter a vehicle incident involving a hazardous substance.

Step	Action

1	If possible, identify the chemical. In doing so, do not expose yourself to danger and try, in the following order, to: • obtain the emergency procedure guide and hazardous substance declaration from the driver, if the driver has escaped unharmed • contact the transport firm, if time allows • approach upwind or uphill of the incident and read the UN number, Hazchem Code or other markings. **Note**: Go no closer than is necessary, and avoid inhaling fumes.
2	If all of this fails, you should leave the identification to the Fire Service. However, if you have to take immediate action to save life and must identify the chemical, retrieve the emergency procedure guide and hazardous substance declaration from the vehicle. These are usually kept in the door or near the driver's seat. In trains, the dangerous goods declaration is attached to the wagon card at the end of the wagon, or the wagon memo waybill in the train operator's compartment. **Note**: Do not enter or approach the vehicle unless you are satisfied that you can do so safely.
3	Avoid the spillage and do not introduce any sources of ignition such as cigarettes, radios or vehicle engines.
4	Inform the Communications Centre immediately and ask for the Fire Service to be told: • the exact location of the incident • the types of vehicles or premises • the substance name and UN number, the emergency contact number and any other relevant visible information • whether there is a fire or spillage • whether anyone is injured or trapped • possible safe access to the scene • weather conditions: wind, humidity and temperature.

5	Await advice from the Communications Centre via the Fire Service.
6	Isolate the scene and do not try to rescue anyone until you know it is safe to do so.
7	Control the scene until the Fire Service arrives.

Police employees who have been exposed to hazardous substance incidents should be examined by a Police medical officer as soon as possible and in any case within 24 to 48 hours.

LPG

The New Zealand Fire Service is responsible for containing LPG leaks and dealing with any fire. Police must support the senior fire officer at the scene and the primary tasks are to:

- evacuate the area to a 300m radius, and any other areas as required by the senior fire officer
- keep out anyone not essential to the operation.

Note: Keep staff to a minimum and do not deploy them in a vapour area requiring protective clothing and breathing apparatus. This is the responsibility of the Fire Service.

LPG approach and evacuation procedure

Follow these steps.

Step	Action
1	Assume that there is a risk of a boiling liquid expanding vapour explosion (BLEVE).
2	Establish a safe approach route in consultation with the Fire Service.

3	Ask the senior fire officer about where to leave your vehicles. They should be on high ground and/or upwind of the danger area, and far enough away that their radios cannot ignite the vapour. If you leave them unattended turn the radios off.
4	Evacuate all non-emergency personnel immediately.
5	Clear the area downwind of the container first, and in a crosswind direction.
6	Do not use motor vehicles in the danger area and ask householders to turn off potential sources of ignition before leaving.

CNG evacuation procedure

Follow these steps.

Step	Action
1	Advise the Fire Service and co-operate with the senior fire officer at the scene.
2	Evacuate the area to a radius of 200m, or any lesser distance indicated by the senior fire officer.
3	Keep the area clear until the danger is over.

Offences

This table details offences relevant to civil defence and emergency management.

Offence	Level of proof

Failing to comply with a requirement in a Civil Defence Emergency Management Plan Section 95 – Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they intentionally failed to comply with a requirement in a Civil Defence Emergency Management Plan.
Withholding, or giving false, information Section 96(1) – Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they, when required under section 76 to provide information: • intentionally failed or refused to supply the information within the time specified in the request; or • knowingly gave false information. Under section 76, the Director or a Civil Defence Emergency Management Group can require any person to provide information that: • is reasonably necessary for the exercise of civil defence emergency management, and • is in the possession of that person and can be provided without unreasonable difficulty or expense. No prosecution can be brought before the lapse of 10 working days after the date on which the requirement to supply is imposed. During this time, the person can appeal against the requirement. If the person appeals, no prosecution can be brought until the appeal is determined.

Disclosing information Section 97 - Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they intentionally disclosed or used information in breach of section 83. Under section 83, any person who receives information following a requirement under this Act must not disclose or use it except for the purposes of the Act, and any person to whom that information is subsequently disclosed must not disclose it to others.
Obstruction Section 98 - Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they, during a state of emergency, threatened, assaulted, or intentionally obstructed or hindered any person exercising or performing a function, power, or duty under the CDEM Act.
Failing to comply with direction to evacuate Section 99(1) - Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they intentionally failed to comply with any direction given to the person under section 86. It is a defence to prove that the Controller or Police employee did not have reasonable grounds for believing that, in all the circumstances, the requirement was necessary for the preservation of human life.

Failing to comply with restriction on access Section 100 - Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they intentionally failed to comply with any prohibition or restriction imposed under section 88.
Offences relating to requisitioning Section 101(1) - Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they: • intentionally failed to comply with any direction given to them under section 90(2), or • intentionally failed to provide assistance under section 90(6). It is a defence against an offence under subsection: • (1)(a) to prove that the Controller or Police employee did not have reasonable grounds for believing that, in all the circumstances, the direction to requisition property was necessary for the preservation of human life. • (1)(b) to prove that the suspect had reasonable grounds for not providing assistance.

Failing to comply with a direction to stop an activity Section 102 – Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they intentionally failed to comply with a direction given under section 91(a).
Personation Section 103 – Civil Defence Emergency Management Act 2002	You must prove the identity of the suspect and that they intentionally personated or falsely represented themselves to be the Director, a Controller, a member of a Civil Defence Emergency Management Group, or a person acting under the authority of any of those people, or any person duly authorised or employed for carrying out any provision of this Act or any Civil Defence Emergency Management Plan.
Failing to comply with fire safety regulations Section 14 – Fire Safety and Evacuation of Buildings Regulations 2006	

Failing to comply with any fire control measure Section 61 - Forest and Rural Fires Act 1977	You must prove the identity of the suspect and that they: • wilfully acted in contravention or failed to comply with any fire control measure lawfully issued • wilfully gave or caused to be given or attempted to give to a fire officer any false alarm of fire • resisted, obstructed, hindered or deceived a fire officer in exercising or attempting to exercise any power, function or duty under this Act • wilfully removed, defaced, obscured or made ineffective or inoperative any forest gate or sign set up for the purpose of fire control • failed without reasonable excuse to provide any information or deliver any return as and when required by the national rural fire officer • provided any information or made any return under this Act which to that person's knowledge was false in any material particular.

District Incident Response Organisation Template