Infrastructure Emergency Management
- structural arrangements and learnings from Cruickshank

Presentation to National Lifelines Forum

17 October 2007

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Outline

- MED's role in emergency management (Pip Blunden)
- National Lifelines Co-ordination (Pip Blunden)
  - Cruickshank
  - Ruaumoko
- Priorities for access and delivery (Tony Fenwick)
- Learnings from Exercise Cruickshank (Tony Fenwick)
  - Internal Boundaries
  - Telecommunications Demand and Supply

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Key drivers / themes

- Consistent model for all emergencies (across all 4 R's)
- Leverage off existing arrangements
- Plans scaled and adapted according to the nature of the emergency - flexibility
- Decisions need to be made as close to the action as possible
- Significant reliance on businesses and infrastructure providers

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MED – Reduction and Readiness

- Factoring resilience into energy and telecommunication policy
- Support MCDEM in -
  - contingency planning across energy and telecommunication sectors
  - coordinating planning across infrastructure
  - development/clarity of national lifeline communication mechanisms, including sector co-ordinating entities
- Specific projects as appropriate, e.g. promoting business continuity planning, oil security arrangements
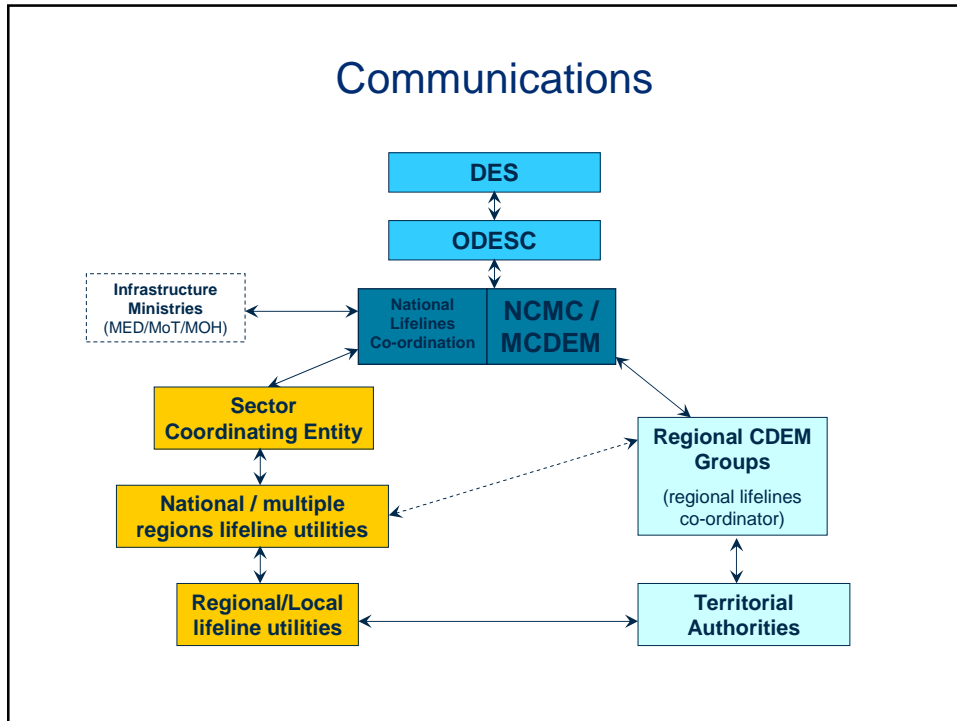- Participating in national exercises, i.e. Capital Quake, Cruickshank, Ruaumoko

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MED - Response and Recovery

- Response
  - Liaison with national lifelines co-ordination (in NCMC) - provide support if necessary (expertise and/or resources)
    » Not in direct line of communications / decision-making
    » Redeployment of resources as appropriate to the event
    » Facilitate solutions if necessary
  - Analysis of specific issues and policy advice to Ministers

- Recovery
  - Continue to provide analysis and policy advice on energy and telecommunications
    » Policies for speeding up response
    » Mitigating long-term impacts
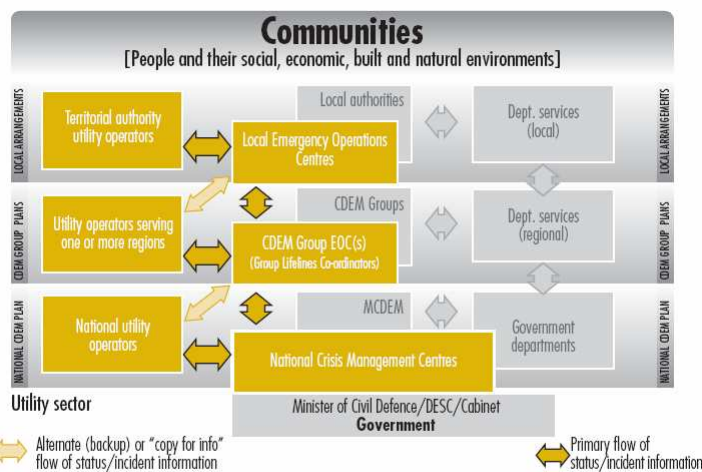
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Figure 10.1 The elements of lifeline utility co-ordination from local to Group to national level. National lifeline utilities are to liaise with the CDEM Group(s) and with the National Controller via the National Crisis Management Centre.

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Communications

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│ Infrastructure  │   │   National    │  NCMC /   │
│   Ministries    │↔  │   Lifelines   │  MCDEM    │
│  (MED/MoT/MOH)  │   │ Co-ordination │           │
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Sector Coordinating Entity	**Regional CDEM Groups** (regional lifelines co-ordinator)
National / multiple regions lifeline utilities	
Regional/Local lifeline utilities	**Territorial Authorities**

Exercise Cruickshank

- Opportunity to exercise lifeline utilities co-ordination
  - link between infrastructure providers and national lifelines co-ordination (i.e. MCDEM emergency operations centre)
    » Directly or via sector co-ordinating entities (SCE's)
  - did not exercise link between regional lifelines co-ordinator and -
    » National lifeline utilities or those covering >1 region
    » National lifelines co-ordination
  - long response timeline and national cf. natural hazards.

- Participating infrastructure providers exercised their own BCP's – some common themes emerged.
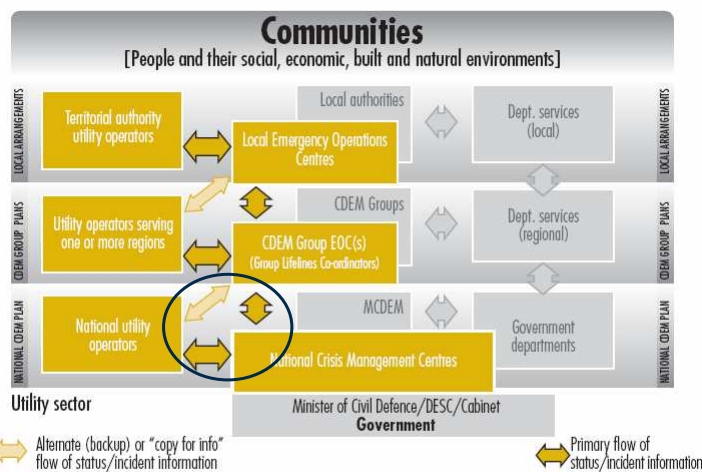
Sector Co-ordinating Entities

- National level sector 'clusters' (refer CDEM Guide) that have a role in the response phase (cf. regional lifelines groups)
  - events that affect more than one region and/or more than one sector
  - co-ordination to improve effectiveness of response activities
  - flexibility – adapt to the event
- Each sector - different characteristics and emergency co-ordination arrangements
- Exercise Cruickshank
  - Transport Response Team (led by MoT)
  - Transpower (electricity)
  - GANZ (gas)
- Role in the reduction / readiness phases
  - e.g. Telecommunications Emergency Planning Forum

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Cruickshank: Lessons Learnt…

- SCE's generally worked well
  - improved consistency of information across sectors

- SCE's should be in active communication with each other, particularly where there are key interdependencies e.g. electricity/telecommunications

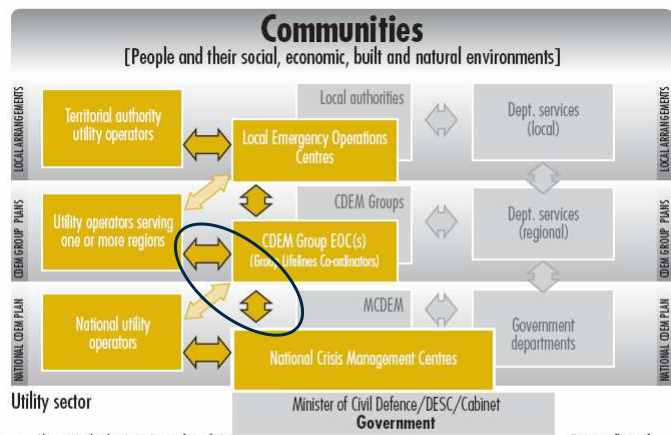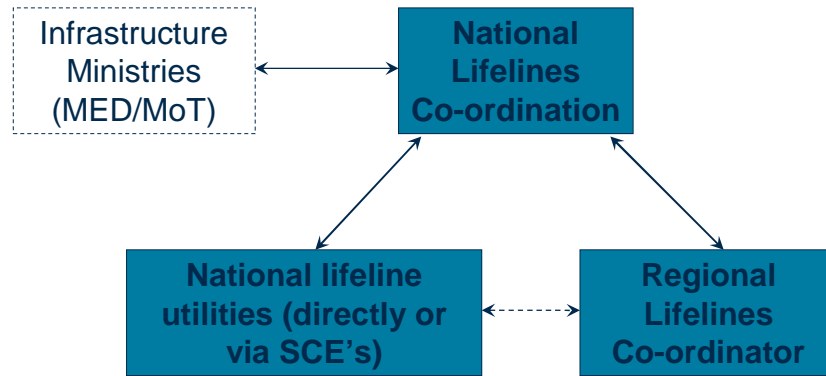- Roles and responsibilities need to be clearly defined before an event and have broad consensus

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Looking forward…

- Challenges in national or multiple region events:
  - Relationship of national lifelines co-ordination (in NCMC) and regional lifelines co-ordination (in CDEM group EOC's)
  - National (or >1 regions) lifeline utility communications with regional lifelines co-ordinators and vice versus
  - Scope (breadth) and activation of SCE's – triggers?
  - Finding the balance between clarity of response arrangements and flexibility of response arrangements

- Ruaumoko – an opportunity
  - Business Theme - Lifelines Working Group (amongst other objectives) aim to clarify and exercise the co-ordination arrangements at both regional and national levels

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Objective: clarify and exercise the co-ordination arrangements – regional and national

Infrastructure Ministries (MED/MoT) ⟷ National Lifelines Co-ordination

National lifeline utilities (directly or via SCE's) ⟷ Regional Lifelines Co-ordinator

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Figure 10.1 The elements of lifeline utility co-ordination from local to Group to national level. National lifeline utilities are to liaise with the CDEM Group(s) and with the National Controller via the National Crisis Management Centre.

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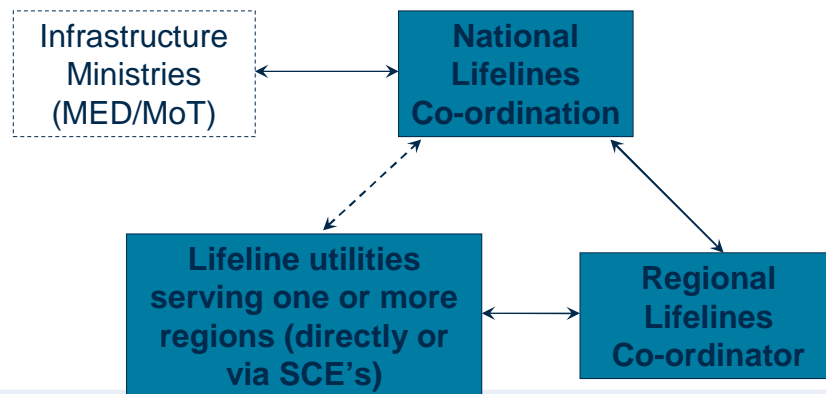
Prioritisation – Who Gets Their Needs Met?

- All consumers want their needs met - for good social and economic reasons
- There are two issues
  - Infrastructure providers want priority recognition of <u>input</u> needs
  - They also want <u>output</u> advice on customers to be supplied first
- But ….
  - There are no simple answers
  - Government has no master plan …..
  - .... and its ability to intervene is limited in most sectors (partial exception: significant legal powers in petroleum)
- Position paper on MED's website soon

Prioritisation – Accessing Resources

- Lifelines to function during emergency, albeit at reduced level (s60 CDEMA)
  - So they need to ensure access to needed supplies, incl infrastructure (ICT, electricity, diesel etc)
  - Options include investing in back-up, contracting etc
  - Key point: It's largely over to Lifelines to make own planning arrangements

- Don't rely on CDEM Groups to ensure supplies
  - No formal powers prior to a declaration
  - Requisitioning powers etc exist after a declaration, but very high threshold and not designed to meet infrastructure's needs

- Nevertheless, infrastructure providers and others should make priority needs known to CDEM Groups where they are unable to make satisfactory arrangements

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Prioritisation – Meeting Customer Needs

- Many infrastructure providers also want advice on prioritising customers
- There is no silver bullet
  - CD documents (Plan and Guide) set out some emergency response objectives and restoration priorities
  - these offer rough guidance only
- A range of contractual, regulatory, technological and situational issues will impact
- Infrastructure providers know their customers best
  - Clarify demand expectations and supply options with customers in advance

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Pandemic - Internal Boundaries

- Internal boundaries possible, especially in "Stamp it Out"
  - Decisions most likely by national vis-à-vis local authorities

- There are two issues
  - Will infrastructure providers be able to cross boundaries to maintain equipment etc?
  - Will transport operators be able to cross boundaries to deliver goods?

- These issues are subject to final clearance with Ministry of Health

- Position paper expected on MED's website soon

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Crossing Boundaries to Maintain Equipment

- MoH advice: plan for, and use best endeavours to implement, arrangements that avoid need for boundary crossings

- If necessary, entering a pandemic-affected area may be permitted
  - If needed to maintain a lifeline service
  - Subject to health-related conditions
  - Main message – plan to avoid entering pandemic-affected areas

- Exiting a pandemic-affected area is however not likely to be permitted
  - Except to meet extreme emergency needs
  - Case by case consideration
  - Main message – don't expect to be able to exit

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Will Transport Operators be Able to Cross?

- MoH advice: Crossings to deliver / transport needed goods will generally be permitted, subject to conditions

- Deliveries to and from affected areas
  - Driver substitution at boundaries likely to be required
  - Exiting and replacement drivers should wipe cabs clean and dry (cab doors to be left open)

- Transporting through affected areas
  - Subject to health-related conditions

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Health Guidelines for Entering Affected Areas

- MoH advice: Don't travel if you are ill

- If you need to enter a pandemic-affected area to maintain equipment or deliver goods
  - Maintain social distancing
  - Minimise use of vehicle ventilation
  - Use PPEs
  - Avoid touching hard surfaces in locations used by others
  - Cover coughs and sneezes

- This advice attached to website material

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Pandemic – Telecommunications Demand

- Issue – will telecommunications be able to cope in a pandemic?

- Many sectors will be looking for reliable communications
  - Shift in location of business demand
  - Meeting the needs of the health services
  - New / changed social needs

- Telecommunications Carriers' Forum (TCF) report April 2006 - link on MED's website
  - Based on stated assumptions (e.g. 30 % increases in residential traffic)
  - Likely to be some / scattered congestion – how serious?
  - Businesses should plan – contact telecommunication service providers

- Exercise Cruickshank
  - Another look at the assumptions and analysis in the TCF report

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Telecommunications in a Pandemic - Process

- Assessing demand
  - Seeking advice from major users – Health, MSD, Police, Education

- Testing supply
  - Questions to major telecommunications companies, including

  - What data available on normal use?
  - To what extent does technology permit prioritisation?
  - Are major customers actively planning?
  - Is there a role for planning demand-management messages?

- Next steps
  - Reviewing the demand and supply information, and
  - …. testing understandings / peer reviewing, in order to
  - …. reach a view on whether the TCF Report should be updated at this stage

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