



# Wellington Region Civil Defence Emergency Management DRAFT Capability Assessment Report

May 2011

**DRAFT**



Ministry of Civil Defence  
& Emergency Management  
Te Rākau Whakamarumarū



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## Executive Summary

This report presents the results of a capability assessment of the Wellington CDEM Group undertaken in August 2010. The report is based on interviews and analysis of many documents. It specifically reports Wellington Group's analysis of itself.

The Wellington region has significant hazards and risks and a history of events and emergencies. It is also the seat of government. There is a high awareness of the need to be prepared, and the Group has proven its ability to manage local events of short duration. It has not yet been tested in an extended or large-scale response, which makes the true degree of readiness and resilience a somewhat unknown quantity.

While the basic structures are in place and some functions are done very well by the Group. The assessment indicates that the impetus in the Group is individual rather than leadership-driven and this has resulted in some significant issues that need to be addressed. It also affects culture.

The assessment has identified some critical areas that warrant review and improvement; in particular, the performance of the Group will be enhanced through adjustments in aspects of governance, leadership and organisational culture.

The Joint Committee and the Coordinating Executive Group have minimally fulfilled statutory requirements thus creating a leadership void, which has been taken up by the Group Emergency Management Office staff. In general, Group members lack understanding of their Group's structures, roles and responsibilities.

Therefore the evaluation suggests the following areas as key priorities for attention:

- Leadership by the Joint Committee and Coordinating Executive Group to provide the Group with direction and priorities.
- Definition of the CDEM Group's roles, responsibilities and structures.
- Generating an effective organisational culture for the structures, identities and arrangements through which CDEM is delivered in Wellington.
- Clarification of the role and structure of the Group Emergency Management Office.
- Development of the Group's second generation plan with an associated work programme for the Group.
- Promotion of CDEM in councils and the integration of CDEM principles into other aspects of councils' planning and activities.
- Appointment of Group and Local Recovery Managers and development of recovery plans.
- Appointment of Group Welfare Manager and development of welfare arrangements across the region.

The recommendations of the report address the following areas:

- Joint Committee to comprise Territorial Authority mayors and the chair of the Wellington regional Council. The Joint Committee to provide strategic oversight and coordination for the group.
- The CEG to comprise chief executives of territorial authorities, emergency services organisations, and volunteer organizations represented in the group. The CEG is to authorise and coordinate operational capability for the group. This must start with an agreed group plan.
- The CEG should meet regularly to review and approve operations (at least 4 times per year) and provide clear direction and authority for CDEM operations across the group.
- The CEG should organize itself to operate at least against the four Rs - reduction, readiness, response and recovery. It is suggested that subcommittees consider each element. There needs to be clear and consistent guidance from the CEG to employees on CEG requirements.
- There needs to be a jointly developed and agreed Group Plan, supported by a coordinated program of work across the TAs and organisations contributing to CDEM in the group area.
- The Group needs to clearly define the roles and responsibilities of organisations and individuals and make appropriate appointments to positions of Controller, Recovery Manager, and Welfare manager. In addition - Lifelines, public information, community engagement, and hazard assessment functions need to be clearly understood and coordinated.
- The role of the Group office is to provide coordination and support to CDEM activities delivered by TAs.
- There needs to be greater attention provided to business continuity management across all local organisations.

Specific recommendations are provided throughout the report.

## Summary of Recommendations by Subject

Goal	Subject	Recommendation
<p><b>Enabler 1</b></p> <p>To ensure all agencies have the structures and authorities to be able to reduce risks, be ready for, respond to and recover from civil defence emergencies.</p>	Group Organisational Structures –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group determines a mechanism to ensure that participants within structures supporting the Wellington CDEM Group are fully aware of how the CDEM Group is intended to function.</li> <li>• That the Coordinating Executive Group examines the connections between the structures of the Group with a view to determining where gaps exist, and how strengthening of these connections could be achieved (note: some other recommendations within this report would assist in this area).</li> </ul>
	Culture –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Joint Committee and the Coordinating Executive Group select appropriate representation from their membership (including non-delegated Chief Executive representation) with support from MCDEM, to form a working group to address the culture of the Wellington CDEM Group.</li> </ul>
		<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group develops and implements a tailored training program that is provided to current Joint Committee members, and for any subsequent ‘new’ Joint Committee members, to bring those new members ‘up to speed’ as to their role and expectations of their contributions.</li> </ul>
	Joint Committee –	<p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group ensures the regular and ongoing clarification of roles and responsibilities for all Joint Committee representatives.</li> <li>• That Joint Committee meeting minutes are included on individual local authority council agendas as a reporting back mechanism, and that the Joint Committee identify other mechanisms to meaningfully engage their respective councils on matters of CDEM.</li> <li>• That the Joint Committee structures its meeting agenda to align with the 4Rs, allowing it to view what work is being done under each area, and where an area is receiving unequal attention.</li> </ul>

	Coordinating Executive Group –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group reviews the Terms of Reference and membership of the Coordinating Executive Group to ensure the appropriate level of representation and engagement from its members.</li> <li>• That the Coordinating Executive Group ensures the regular and ongoing clarification of roles and responsibilities for all Coordinating Executive Group representatives.</li> </ul> <p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group develops and implements an induction programme for new Coordinating Executive Group members so as to bring those new members ‘up to speed’ as to their role and expectations of their contributions as soon as possible.</li> <li>• That the Coordinating Executive Group considers forming further working groups as a mechanism to consider specific matters which need Coordinating Executive Group level focus.</li> <li>• That the Coordinating Executive Group structures its meeting agenda to align with the 4Rs, allowing it to view what work is being done under each area, and where an area is receiving unequal attention.</li> <li>• That the Coordinating Executive Group considers how, as an entity of representative individuals, it could best promote the principles of CDEM in business-as-usual activity within its individual organisations.</li> <li>• That Coordinating Executive Group members consider mechanisms for engagement of local staff (local authority Civil Defence Officers and emergency services personnel) regarding issues arising from the Coordinating Executive Group, or issues which could be raised at the Coordinating Executive Group.</li> </ul>
	Group Emergency Management Office –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group reviews the arrangements of the Group Emergency Management Office to better emphasise the coordination, supporting and planning role of the Group Emergency Management Office.</li> </ul>
	Group Work Programmes –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group undertakes a prioritised, detailed analysis of the second generation CDEM Group Plan to determine how work programmes at both a Group and territorial authority level, can give effect to the outcomes in a coordinated and integrated manner over the lifespan of the Plan.</li> </ul>



		<ul style="list-style-type: none"> <li>That the Coordinating Executive Group determines a mechanism to ensure that it has meaningful oversight of the Group and territorial authority work programmes.</li> </ul>
	Group Funding –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>That the Joint Committee reviews its current funding arrangements ensuring that it has collective oversight of CDEM expenditure and outcome delivery across the Group.</li> <li>That the Coordinating Executive Group requires the implementation of a transparent budget reporting mechanism to be used by the Group Emergency Management Office and territorial authorities.</li> </ul>
	Shared Services Project –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>That to achieve the stated vision and goals of the current draft second generation CDEM Group Plan, the Joint Committee and Coordinating Executive Group consider the future structure of CDEM delivery within the Wellington Region taking cognisance of the principles of the shared services project.</li> </ul>
	Business Continuity Management –	<p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>That the Coordinating Executive Group collectively determines a priority for business continuity management and how this can best be achieved for the representative agencies across the Wellington CDEM Group in the spirit of the CDEM Act 2002.</li> </ul>

Goal	Subject	Recommendation
<b>Goal 1</b> To increase community awareness, understanding, preparedness and participation in civil defence emergency management	Community Resilience –	<b>Urgent Priority</b> <ul style="list-style-type: none"> <li>That the Coordinating Executive Group determines the priority for community response planning as a methodology for promoting community resilience in the Wellington region, and ensures there are sufficient resources to achieve this priority.</li> <li>That the Coordinating Executive Group encourages councils to actively participate in community engagement programmes involving a whole-of-council approach.</li> </ul>
	Public Information Management –	<b>Urgent Priority</b> <ul style="list-style-type: none"> <li>That the Group Public Information Manager leads the development of a multi-agency public information management work programme.</li> </ul>
		<b>High Priority</b> <ul style="list-style-type: none"> <li>That the Group Public Information Manager provides the leadership across the Group for the Public Information Manager function, to ensure that the Public Information Manager role is being carried out by appropriately experienced and trained personnel.</li> <li>That territorial authorities and individual agency Public Information Managers undertake specific CDEM activities, including Public Information Management/CDEM training, planning, preparedness and exercising.</li> </ul>
	Integrated Planning –	<b>Urgent Priority</b> <ul style="list-style-type: none"> <li>That Coordinating Executive Group acknowledges its role within integrated planning and ensures that adequate advice and support is given to the Wellington City Council Urban Development team to ensure risks from natural hazards are considered in development of the Wellington City Spatial Plan.</li> </ul>
		<b>Medium Priority</b> <ul style="list-style-type: none"> <li>That the Coordinating Executive Group identifies and develops strategies for integration between CDEM Group member planning documents (e.g. CDEM Group Plan) with community outcomes and Long Term Council Community Plans, Resource Management Act plans, asset (infrastructure) management plans and community development plans.</li> </ul>

	Volunteers –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group gains a clearer understanding of volunteering best practice, and determines the level of need for volunteer management in a CDEM context within the Wellington Region.</li> </ul>
		<p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group examines national, regional and other local initiatives, resources and support mechanisms with regard to volunteering, and learn from/adopt these.</li> <li>• That the Coordinating Executive Group develops a strategy to ensure the recruitment, training and retention of volunteers.</li> </ul>

Goal	Subject	Recommendation
<b>Goal 2</b> To reduce the risks from hazards to New Zealand	Understanding the Hazardscape	<b>High Priority</b> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group ensures that there is a central repository (e.g. the CDEM Group website) which contains up-to-date hazard and risks research be determined, with a mechanism for keeping the information current.</li> </ul>
		<b>Urgent Priority</b> <ul style="list-style-type: none"> <li>• That together with relevant partners (including lifeline utilities), all Wellington CDEM Group members develop a common understanding of the purpose, principles and status of risk management, including identification of risk reduction roles of individual Group members, both within and outside CDEM functions.</li> </ul>
	Integrated Hazard Risk Management	<b>High Priority</b> <ul style="list-style-type: none"> <li>• That the Wellington CDEM Group considers establishing a regional hazard risk management forum to:               <ul style="list-style-type: none"> <li>○ Coordinate and integrate planning and strategy development for hazard risk reduction across members</li> <li>○ Coordinate hazard risk research (across jurisdictional boundaries) so that information gathering is more effective and efficient</li> <li>○ Share hazard-risk information among Group members and partners in support of a shared risk approach to risk management</li> <li>○ Develop strategies for communication of risk with partners and communities</li> </ul> </li> </ul>

Goal	Subject	Recommendation
<p><b>Goal 3</b></p> <p>To enhance New Zealand's capability to manage civil defence emergencies</p>	Professional Development –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>That the Coordinating Executive Group considers undertaking a comprehensive development needs analysis (utilising the CDEM Competency Framework as a basis for development) to establish what professional development and training is required by the staff in the Wellington CDEM Group, with a view to implementation of a Group professional development and training plan which is resourced and budgeted for appropriately, and consistent across the Group.</li> </ul>
		<p><b>Medium Priority</b></p> <ul style="list-style-type: none"> <li>That the Coordinating Executive Group familiarise themselves with the CDEM Competency Framework with a view to understanding best practice requirements for any future appointments within the CDEM context.</li> </ul>
	Training Programme –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>That the Coordinating Executive Group develops and implements a mechanism that will provide oversight of capability development and related issues across the CDEM Group at a strategic level.</li> <li>That the Coordinating Executive Group supports the maintenance of capability levels, by ensuring that staff are released for professional development activities, and ensuring that staff understand the need to participate in these activities.</li> <li>That a Group Training Coordinator position be mandated to coordinate training across the entire Wellington CDEM Group.</li> </ul>
	Exercises –	<p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>That the Coordinating Executive Group considers the development of a Group-wide 'smart' exercise programme, coordinated with training and professional development programmes, that includes: <ul style="list-style-type: none"> <li>A region-wide needs analysis, and rationale for functions to be exercised, and</li> <li>Options for different types and levels of exercising.</li> </ul> </li> <li>That the Coordinating Executive Group develops and implements a coherent process for determining, aligning, implementing and embedding outcomes relating to exercising across the Group.</li> <li>That the Coordinating Executive Group develops a mechanism to provide oversight of exercises at a strategic level.</li> </ul>

	CDEM Group Plan –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Joint Committee engage in the early development of the second generation CDEM Group Plan to ensure that the strategic direction of the Wellington CDEM Group determines the CDEM Group Plan’s further development.</li> <li>• That the Coordinating Executive Group leads the process and determines a mechanism to ensure engaged participation by all CDEM Group members in the formulation of the second generation CDEM Group Plan.</li> </ul>
	Response –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group determines a mechanism to ensure that the Wellington Earthquake National Initial Response Plan is integrated into Wellington CDEM Group planning processes to ensure an appropriate integrated response can be made in the event of a large Wellington earthquake.</li> </ul>
	Group Emergency Operations Centre –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group reviews the current capacity (being place, people and process) of the Group Emergency Coordination Centre and its alternate facilities, to determine whether they are fit for purpose and ensures a process to monitor progress occurs.</li> <li>• That the Coordinating Executive Group ensures that the role of the Group Emergency Coordination Centre during an activation (and monitoring) phase be defined, agreed, practised and adhered to.</li> </ul>
	Emergency Operations Centres –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That Coordinating Executive Group reviews the 2008 Emergency Operations Centre assessment report and determines whether or not it should be revisited for currency (i.e. Canterbury earthquake learnings) and how the recommendations from that report (or any subsequent one) should be implemented.</li> </ul>

	<p>Controllers –</p>	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group encourages all Group and Local Controller role holders to undertake the MCDEM Controllers course.</li> <li>• That Coordinating Executive Group emphasises the importance of consistent attendance at Group-led Controller training to territorial authorities and role holders.</li> <li>• That Coordinating Executive Group considers a Development Needs Analysis to assist the Group in determining an appropriate process for the selection/appointment and review of Controllers.</li> </ul> <p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>• That the collective of Group Controllers determines a schedule of meetings/training with Local Controllers to provide both up-skilling and relationship-building opportunities.</li> </ul>
	<p>Welfare –</p>	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group executes formal oversight of the Welfare Advisory Group, and ensures direction to the Welfare Advisory Group.</li> <li>• That the Coordinating Executive Group encourages all territorial authorities to formally establish Local Welfare Committees (using the Director’s Guideline [DGL11/10]), and develop Local Welfare Plans.</li> </ul>

		<p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group considers the development of a welfare work programme that will strengthen local and regional links, and build capability for the local management of welfare (including assessments of local arrangements, welfare staffing and training).</li> <li>• The Coordinating Executive Group develops a system for oversight of the current or proposed work/project arrangements of the Welfare Advisory Group with a report back to the Coordinating Executive Group.</li> <li>• That the Coordinating Executive Group ensures new Welfare Advisory Group representatives, are provided with an induction.</li> <li>• That Welfare Advisory Group members establish links with their national counterparts within their own organisations, thereby gaining an understanding of the National Welfare Coordination Group roles and functions and how they relate to the functions of the Welfare Advisory Group, Local Welfare Committees and local delivery of welfare.</li> </ul> <p><b>Medium Priority</b></p> <ul style="list-style-type: none"> <li>• That upon the completion of the Wellington CDEM second generation CDEM Group Plan, that the Coordinating Executive Group instigates a review of the Group Welfare Plan.</li> </ul>
	Lifelines –	<p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>• That the Lifeline Utilities Coordinator and the Group Emergency Management Office Manager re-examine the Group Emergency Operations Centre lifelines coordination procedures and staffing to ensure that there is adequate trained staff to support lifelines coordination, and best use of time in a training context is achieved.</li> <li>• That the Wellington Lifelines Group and Wairarapa Engineering Lifelines Association determine how both entities can be best be represented on Coordinating Executive Group and subsequently how advice to, and information flow from the Coordinating Executive Group will be achieved.</li> </ul>
	Emergency Services –	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group examines its relationship with the Interagency Liaison Group with a view to ensuring a deliberate cognisance of the role, function and expertise that the Interagency Liaison Group can contribute to the Wellington CDEM Group.</li> </ul>



Goal	Subject	Recommendation
<p><b>Goal 4</b></p> <p>To enhance New Zealand's capability to recover from civil defence emergencies.</p>	<p>Recovery -</p>	<p><b>Urgent Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group ensures that Chief Executives and Mayors understand the full extent of resourcing and funding which may be required for recovery after events.</li> <li>• That the Coordinating Executive Group determines its ongoing relationship with the Group Recovery Manager with a view to establishing how the role will achieve input into decision making at a Group level.</li> </ul>
		<p><b>High Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group instigates the development of a specific recovery managers professional development and training programme that includes how legislative process and reduction activity inform the Recovery Manager role.</li> <li>• That the Group Recovery Manager (and any alternates) form a relationship with the collective of Group Controllers.</li> </ul>
		<p><b>Medium Priority</b></p> <ul style="list-style-type: none"> <li>• That the Coordinating Executive Group ensures that a recovery component is included in exercises held at both a local and Group level.</li> <li>• That the Coordinating Executive Group considers mechanisms for actively incorporating lessons identified from the response to and recovery from events back into risk reduction activities.</li> </ul>

# 1 Introduction

This report assesses the capability of the Wellington Region CDEM Group to:

- Increase community awareness, understanding, preparedness and participation in civil defence emergency management.
- Reduce the risks from hazards to New Zealand.
- Enhance New Zealand's capability to manage civil defence emergencies.
- Enhance New Zealand's capability to recover from civil defence emergencies.
- Ensure there are the structures and authorities to be able to reduce risks, be ready for, respond to and recover from civil defence emergencies.

The report is part of the CDEM Monitoring and Evaluation Programme, which aims to monitor the capability and capacity of all organisations in the CDEM sector.

## 1.1 Background to CDEM Monitoring and Evaluation

The CDEM Act 2002 sets out several requirements for monitoring and evaluation, including the monitoring and evaluation of the National CDEM Strategy<sup>1</sup>, National CDEM Plan<sup>2</sup>, and the performance of CDEM Groups and all agencies with responsibilities under the CDEM Act<sup>3</sup>. Individual CDEM Groups are also responsible for monitoring and reporting their compliance with the CDEM Act<sup>4</sup>. This monitoring function has never taken place or been requested in any formal way. Further than this, there was a growing recognition that it is important for all agencies to know, with some evidence basis, what level of capability they have to respond to events, and for MCDEM to know what capability there is in place across New Zealand. This information is important – at all levels – for forward planning and setting of work programmes, as well as providing assurance to stakeholders that we are complying with our obligations and that we are making progress towards our goals and objectives.

With this in mind, the CDEM monitoring and evaluation programme has four main objectives:

1. To develop a set of nationally-consistent performance indicators and measures – a 'standard' measure of emergency management capability for New Zealand.
2. To develop an assessment tool that utilised these performance indicators and measures, which any organisation involved in CDEM could use to assess their own capability.
3. To start a programme of National Capability Assessments, in which all organisations with responsibilities under the CDEM Act would periodically complete a capability assessment in order to document New Zealand's collective CDEM capability.
4. To encourage a monitoring and evaluation culture in the CDEM sector.

The CDEM Monitoring and Evaluation Programme focuses around the 'CDEM Capability Assessment Tool', a tool that can be used by any organisation to self-assess their own capability – on an 'as-needed' basis. The tool can also be used periodically to support National Capability Assessments, wherein all organisations will submit an assessment using the tool. National Capability Assessments will be 3-yearly, starting with the National Capability Assessment 2010.

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<sup>1</sup> Section 8(2)(c), CDEM Act 2002

<sup>2</sup> Section 8(2)(d), CDEM Act 2002

<sup>3</sup> Section 8(2)(f), CDEM Act 2002

<sup>4</sup> Section 17(1)(h), CDEM Act 2002

## 1.2 Process for Evaluation

The CDEM Capability Assessment Tool is a relatively quantitative approach to evaluation. In a rigorous evaluation this needs to be accompanied with a qualitative component (talking with individuals and getting opinion) in order to validate the scoring in the assessment tool, and provide additional information to support the quantitative data.

A threefold approach was therefore used to evaluate the Wellington Region CDEM Group:

1. **Use of the CDEM Capability Assessment Tool** – all local authorities, and the CDEM Group Emergency Management Office were asked to complete self-assessments via the assessment tool. These were then collated and averaged to provide a Group-wide picture of capability.
2. **Interviews with key members of the CDEM Group** – interviews were conducted with as many members of the Joint Committee, Coordinating Executive Group, and other key positions in the Group as possible, over a number of Days in August and September 2010. Interviews were typically 30-60 minutes, and conducted by a 3-person MCDEM panel. Questions were based on performance measures in the CDEM Capability Assessment Tool, as well as more open-ended questions about general strengths and weaknesses. During interviews, the diagram at Annex 2 was shown to interviewees to support discussions around roles and responsibilities.

The assessment panel consisted of:

- Jane Rollin
- Keith Evans
- Anita Komen

3. **Review of CDEM Group documentation** – the MCDEM panel reviewed key CDEM Group documentation, including the draft (2<sup>nd</sup> Generation) CDEM Group Plan, and the Group Recovery Plan.

Together these three strands of inquiry formed the evidence basis for the MCDEM panel to complete their own CDEM Capability Assessment Tool assessment of the Wellington Region CDEM Group, and the basis for analysis in this report.

**For further information** on the CDEM Monitoring and Evaluation Programme, the CDEM Capability Assessment Tool, and National Capability Assessments, please see the MCDEM website at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) – go to 'For the CDEM Sector', 'CDEM Monitoring and Evaluation'.

**TABLE 1: List of Interviews Conducted**

Joint Committee Members	Wayne Guppy – Upper Hutt City Council Fran Wilde – Greater Wellington Regional Council Jenny Rowen – Kapiti Coast District Council Jenny Brash – Porirua City Council David Ogden – Hutt City Council Kerry Prendergast – Wellington City Council Garry Daniel – Masterton District Council Gary McPhee – Carterton District Council Adrienne Staples – South Wairarapa District Council
Coordinating Executive Group Members	Max Pederson – Upper Hutt City Council Pat Docherty – Kapiti Coast District Council Garry Poole – Wellington City Council Stavros Michael – Wellington City Council Wes ten Hove – Masterton District Council Colin Wright – Carterton District Council Jack Dowdes – South Wairarapa District Council Tony Stallinger – Hutt City Council Bruce Sherlock – Hutt City Council Dave Benham – Greater Wellington Regional Council Murray Kennedy – Greater Wellington Regional Council Greg Phillips – CCDHB Emergency Management Gail Gibson – Police District Commander Peter Dempsey – District Fire Commander
Group Emergency Management Office	Rian van Schalkwyk – Group Office Manager/Group Controller Craig Hamilton – Group EMO
Group Controllers	Rian van Schalkwyk – Group Controller Craig Hamilton – Group Alternate Controller Ian Gunn – Alternative Group Controller
Local Controllers	Mike Chapman – Porirua City Council Mike Mendonca – Wellington City Council Kevin Tunnell – Masterton District Council Elaine Brazendale – Carterton District Council Paul Nickalls – Hutt City Council
Emergency Management Officers	Don Maguire – Kapiti Coast District Council Trevor Farmer – Porirua City Council Fred Mecoy – Wellington City Council Paul Walker – Masterton District Council Robert Miller – Carterton District Council Derek Theobald – South Wairarapa District Council
Recovery	Francis Ryan – Group Recovery Manager Bernie Goedhart – Kapiti Coast District Council Maira Lawler – Porirua City Council Stavros Michael – Wellington City Council

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	Roger Gardener – Masterton District Council Milan Haulter – Carterton District Council Kyra Low – South Wairarapa District Council Chris Upton – Upper Hutt City Council
Public Information Management	Brett Sangster – Group PIM Cassandra Trilford – Masterton District Council
Emergency services	Ian Pickard – Regional Fire Commander Peter Dempsey – District Fire Commander Sally Giles – Public Health Emergency Management Murray Halbert – Hutt Valley DHB Emergency Manager Greg Phillips – CCDHB Emergency Management Mike Wright – Police Inspector, Manager Operational Services Gail Gibson – Police District Commander Dave Rose – Police Senior Sergeant
Welfare	Wayne Rogers – Work and Income, acting chair of Regional Welfare Advisory Group
Lifelines	David Brunsten – Group Lifelines Coordinator Sandra Pederson – Group Alternate Lifelines Coordinator
Hazard Planning	Iain Dawe – Greater Wellington Regional Council

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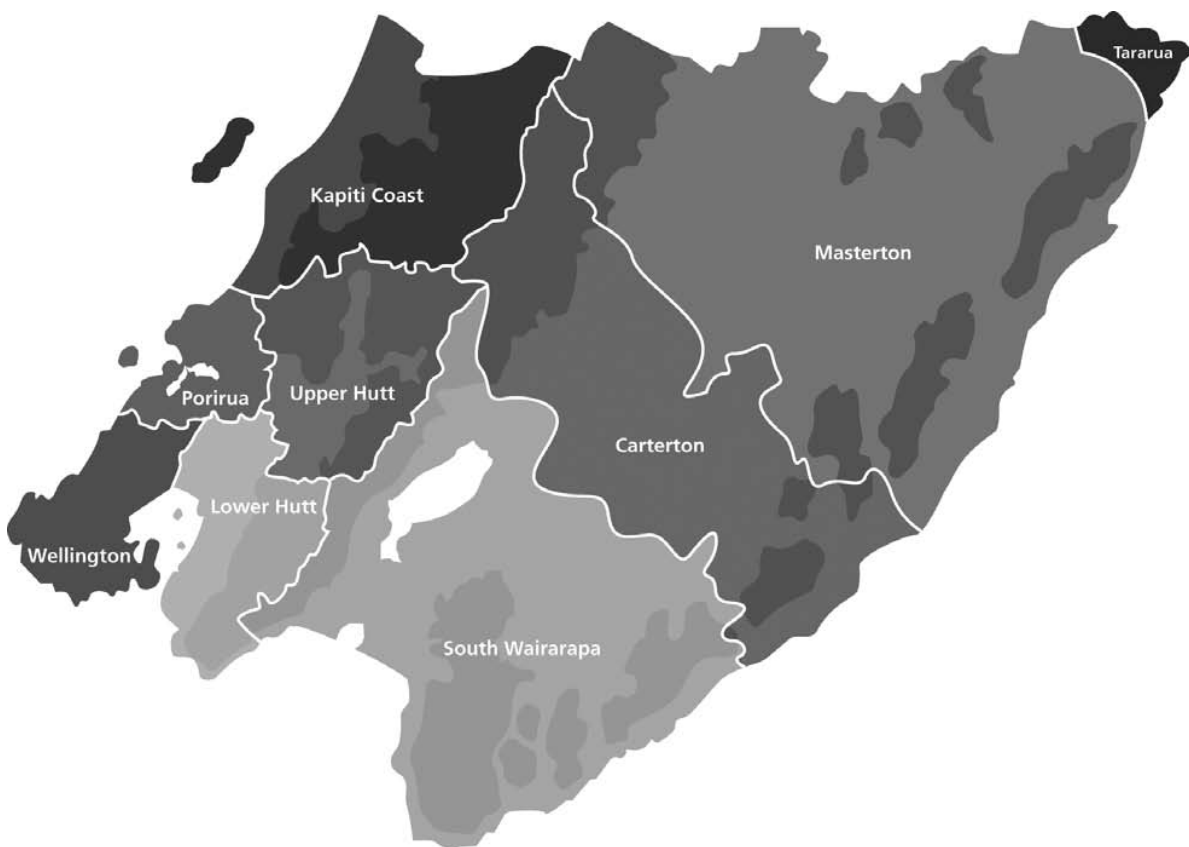
## 2 Regional Context

The Wellington region sits at the extreme south of the North Island of New Zealand.

### 2.1 Geography

The region occupies the southern tip of the North Island, bounded to the west, south, and east by water. To the west lies the Tasman Sea and to the east the Pacific Ocean. At the southern end of the island these two bodies of water are joined by the narrow and turbulent Cook Strait, which is only 28 kilometres (17 mi) wide at its narrowest point, between Cape Terawhiti and Perano Head in the Marlborough Sounds.

The region covers 7,860 square kilometres and extends north to Otaki in the west and almost to Eketahuna in the east. Physically the region has four basic areas running roughly parallel to each other along a northeast-southwest axis.



#### Territorial Authority areas within the Wellington Region

The first is a narrow coastal strip of plains known as the Kapiti coast. Inland from this is the second area comprising rough hill country, formed along the same major geologic fault responsible for the Southern Alps in the South Island. Although nowhere near as mountainous, the Rimutaka and Tararua Ranges are hard country and support only small populations, although it is in small coastal valleys and plains at the southern end of these ranges that the cities of Wellington and the Hutt Valley are located.

The third area covers the undulating hill country of the Wairarapa around the Ruamahanga River. This area, which becomes lower and flatter in the south, terminates in the wetlands around Lake Wairarapa and contains much rich farmland. The final section of the region is another section of rough hill country, lower than the Tararuas but far less economic than the land around the Ruamahanga River.

## 2.2 Population

Statistics New Zealand's June 2010 population estimates that 483,200 people reside in the greater Wellington region, with over 60% of that total living within Wellington and Hutt Cities combined. The greater Wellington region houses over 14% of the North Island's population, with significant numbers of these people contributing to the running of government agencies, industry head offices and parliament. Although the Wellington region has a higher-than-national percentage of post-school qualified residents (21.1% of Wellingtonians have a degree, compared to 17.7% for Auckland), this is tempered with significant pockets of deprivation, predominantly lying in the urban areas of Porirua, Masterton and Lower Hutt<sup>5</sup>

The 2006 Census indicates that Wellington had the second-highest Asian population (8.4%, Auckland: 18.9%) and the second-highest Pacific Islander population (8.0%, Auckland: 14.4%). 26.1% of Wellingtonians were born outside New Zealand which is second to Auckland (40.4%).

The Region's population growth is likely to reach 15% by 2021, with the fastest growing areas being Wellington City, Kapiti and Porirua.

## 2.3 Economy

The Wellington region has the second highest labour force participation rate, which is higher within the Wellington region (70.9%) than it is nationally (68.1%), alongside an unemployment rate that is below the national average. Wellington also has the highest median weekly earnings of any region – this can be attributed to its highly-qualified population and high concentration of knowledge-intensive industries which account for 42% of all people employed in the region. The 2006 census reveals that 25.8% of employed Wellingtonians worked in professional occupations and 14.3% in clerical occupations, the largest percentage for each category of any region in the country, which is in part as a result of the high proportion of government agencies situated within Wellington City.

## 2.4 Hazard profile

The following hazards are identified in the draft second generation CDEM Group Plan:

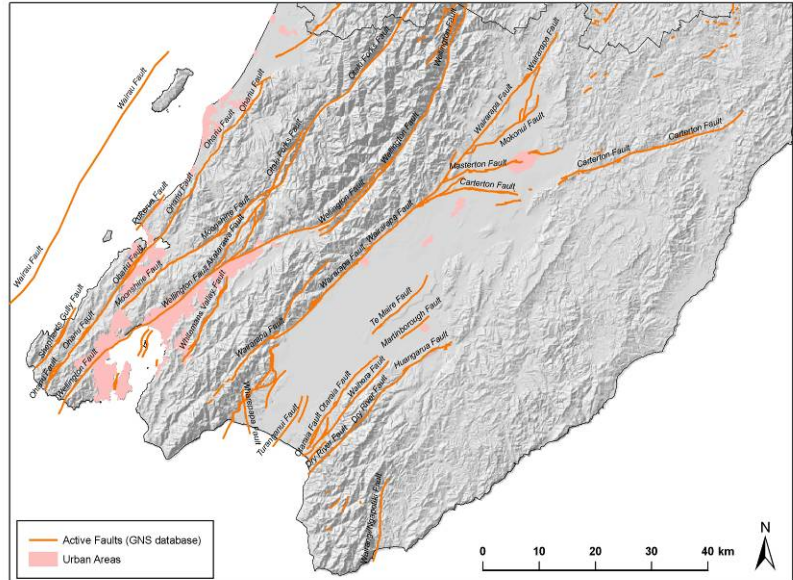
- Earthquake
- Pandemic/Emerging disease
- Storm
- Flooding
- Storm surge & coastal erosion
- Tsunami - Locally generated
- Drought
- Landslide
- Rural fire
- Public Health

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<sup>5</sup> Atlas of Socioeconomic Deprivation in New Zealand 2006, Ministry of Health (Capital and Health DHB, Wairapa DHB and Hutt Valley DHB).

There are some specific areas of consideration for CDEM that are identified within the draft plan:

- The region’s transport links with the rest of New Zealand are vulnerable. The region has a “Y” shaped transport network with the main roading and rail network traversing the two main north/south valleys to make two strong north-eastern and north-western routes, culminating in the CBD. There are limited cross-corridor links and key components of the network face a high risk of disruption from hazards.



- The region is divided by mountain ranges which separate the eastern rural Wairarapa area from the urban western region. Weather patterns, faults lines and land use differences mean that it is unlikely that the entire region would be affected to the same degree by any major event.
- It is likely that the region will face multiple hazards in any event. For example, an earthquake could result in transport disruption, landslides, tsunamis etc.
- As the seat of central government, core public sector services play an important part in the Wellington regional economy. Wellington City is home to many government departments and head offices of large corporate organisations, many of which are located close to fault lines.
- Many people commute to the region’s cities and districts for work, meaning that population densities vary across the region by both area and time. The timing of any emergency event will affect the nature of the response.
- The Wairarapa is vulnerable to flooding which is a threat to the rural economy and to the region’s economy as a whole.



### 3 Civil Defence Emergency Management Context

Wellington CDEM Group area is based on the boundary of the Greater Wellington Regional Council. This excludes the small area of the Tararua District Council at the north east tip within the Regional Council boundary.

#### 3.1 Member Agencies

Local authority boundaries are used to define the areas that CDEM Plan covers. For Wellington Region the following local authorities are part of the Plan:

- Greater Wellington Regional Council
- Masterton District Council
- South Wairarapa District Council
- Upper Hutt City Council
- Wellington City Council
- Kapiti Coast District Council
- Carterton District Council
- Porirua City Council
- Hutt City Council

#### 3.2 Civil Defence Strategic and Operational Structure

The operational structure of the Wellington region reflects the need to maintain a localised response capability. The structure also provides a regional coordination capacity for when emergency events become greater than can be managed or requires more resources at a local level or where cross-boundary assistance is needed and coordinated.

The Wellington CDEM Group structures consist of:

- A **Joint Committee**, as the governing body responsible for all CDEM activities in the Wellington region, it consists of some Mayors from the territorial authorities and where Mayors are not attending they are represented by Councillors and a representative of the Regional Council, usually the Chair of the Greater Wellington Regional Council.
- A **Coordinating Executive Group** consisting of a mixture of Chief Executives, second and third tier managers and senior members of the New Zealand Fire Service and New Zealand Police. At the end of 2010 representatives of the lifeline utilities and the Welfare Advisory Group were co-opted onto the Coordinating Executive Group. The Coordinating Executive Group advises and reports to the Joint Committee and implements the Group Plan and any decisions of the Joint Committee.
- A **Group Emergency Management Office**. Co-ordinate the development, implementation, monitoring and review of the CDEM Group Plan. Provide professional and technical advice and services to the CDEM Group and CEG. Carry out functions specified for the Group Emergency Management Office by the Group Plan or the CDEM Group. Co-ordinate reporting of CDEM Group work programmes to the CEG and CDEM Group, and provide a Group response capability, including the Group ECC facility, staff and resources.
- A **Group Emergency Coordination Centre** coordinates all support in a wider emergency event.
- Greater Wellington Regional Council is the **administering authority**.
- **Territorial Authorities**. Each of the territorial authorities have an emergency management office and an emergency operations centre (Hutt Valley is combined). Professional staff are employed to carry out the emergency management activities for their councils and the Group.

## 4 Results

This section explains how to interpret the results of the CDEM Capability Assessment Tool, as undertaken by both the MCDEM assessment team, and the local authorities within the Wellington Region CDEM Group.

### 4.1 Structure of Results

Results are presented here by section of the CDEM Capability Assessment Tool – the four goals of the National CDEM Strategy, plus an ‘enabler’ section, as follows:

**Goal 1** – To increase community awareness, understanding, preparedness and participation in civil defence emergency management

**Goal 2** – To reduce the risks from hazards to New Zealand

**Goal 3** – To enhance New Zealand’s capability to manage civil defence emergencies

**Goal 4** – To enhance New Zealand’s capability to recover from civil defence emergencies

**Enabler 1** – To ensure all agencies have the structures and authorities to be able to reduce risks, be ready for, respond to and recover from civil defence emergencies

### 4.2 Format of Results

Results of the CDEM Capability Assessment Tool are displayed on ‘spider’ (or ‘radar’) diagrams that show a current state assessment against a backdrop of three zones:

- **‘Target Environment’** (80-100%) – signifying substantial to comprehensive achievement, with sustained organisational commitment.
- **‘Satisfactory’** (40-80%) – signifying considerable progress or achievement, but not yet comprehensive of needs.
- **‘Requires Attention’** (0-40%) – signifying ‘no’, ‘minor’, or ‘some’ progress or achievement, with work still required to be effective.

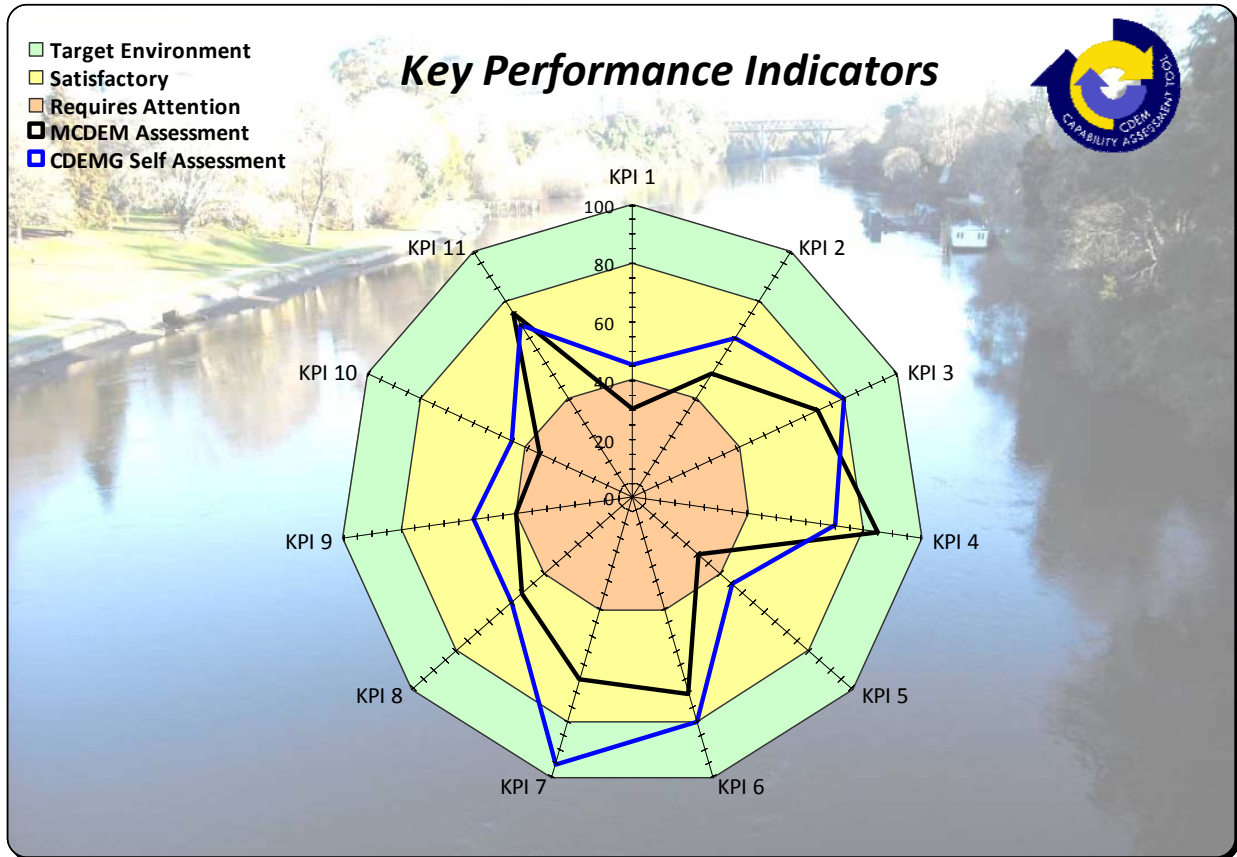
Each of the spokes of the spider diagram represents a performance indicator. The individual score for that indicator (percentage) can be approximated by the notch lines on the spoke.

**Note:** A full list of performance indicators (full wording) is listed in Annex 1.

Two ‘current state assessment’ lines are shown for each goal:

- The first line (**blue** line) is the collated results of the Local Authorities and Group Emergency Management Office self-assessments;
- The second line (**black** line) is the MCDEM assessment (taking in to account evidence gathered through interviews, review of documentation, and local authorities CDEM Capability Assessment Tool results).

Example:



It is important to note that there can be significant divergence between the local authorities' self-assessment scores and the MCDEM scores in some areas; the local authorities are scoring for their individual jurisdictions; the MCDEM assessment is taking a group-wide overview - the sum of the individual parts plus the integration and coordination of them across the region.

Results are discussed in detail in Section 5.

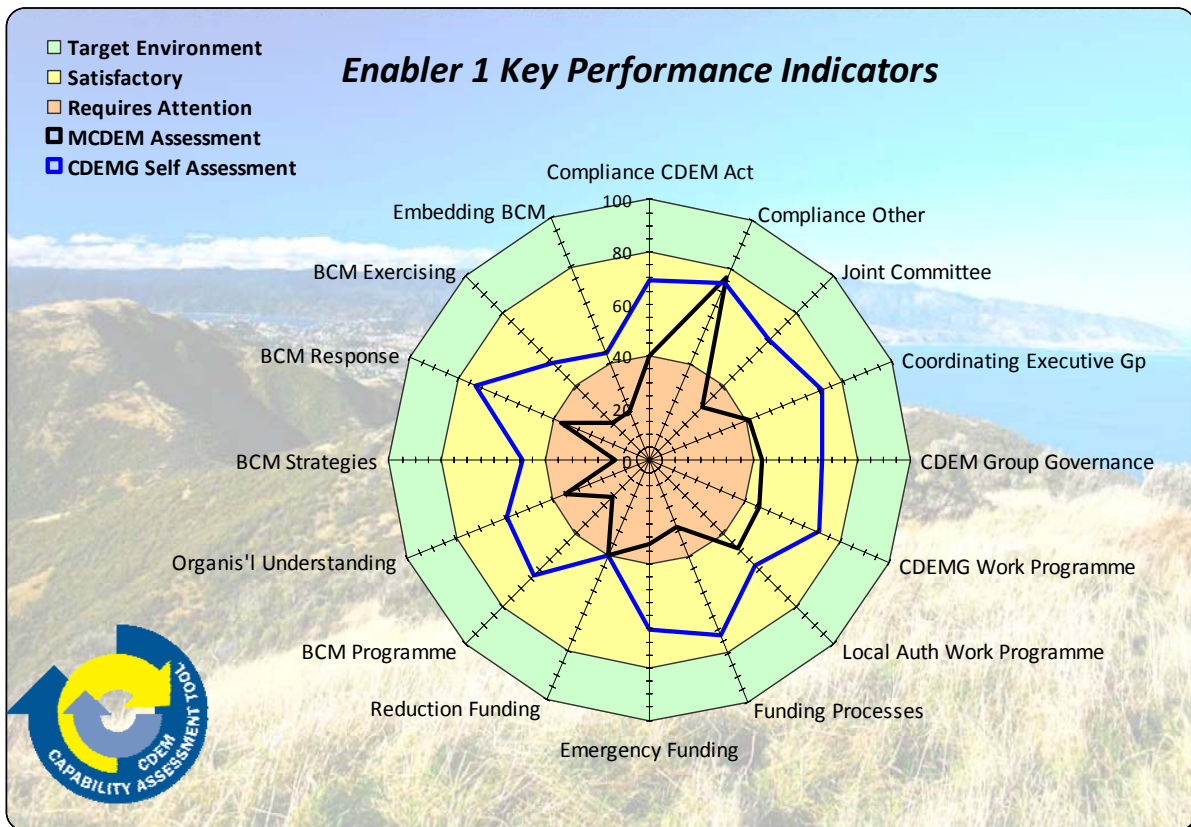
## 5 Discussion, Evaluation and Recommendations

### 5.1 Enabler 1

To ensure all agencies have the structures and authorities to be able to reduce risks, be ready for, respond to and recover from civil defence emergencies.

Enabler 1 is a loose collection of organisational structures and processes that need to be in place in order for organisations to function effectively in an emergency. Though diverse, they are the crucial basis from which to build organisational resilience and 4Rs capability.

#### Capability Assessment Tool Results for Enabler 1



#### Interpretation of Results

The MCDEM and Group self-assessment scores show some similarity of strengths and weaknesses across the indicators in the Enabler, but with a quite significant difference in the magnitude of the scoring. Areas of concern – particularly from MCDEM’s point of view – fall in governance structures, and how those structures connect, and flow down into work programmes. Indicators concerned with business continuity management (programme, strategies, response, exercising and embedding) are some of the lowest scoring indicators in the Wellington CDEM Group assessment (a trend seen nationwide in assessments completed to date).

The Group is reasonably happy with its capability across most indicators of the Enabler, with most scores placing in the mid-high area of the ‘satisfactory’ zone.

These issues and others are discussed in the following sections.

### **Group Organisational Structures**

Consistent feedback suggests that the group organisational structures (i.e. Joint Committee, Coordinating Executive Group, Group Emergency Management Office, Welfare Advisory Group, Engineering Lifelines Groups) are in place, and are mostly represented at an appropriate level. Of particular note is the unique arrangement of the emergency services' 'Interagency Group' (consisting of New Zealand Police, New Zealand Fire Service, District Health Boards, Regional Public Health, Ambulance Services and MCDem), that has a region oversight and provides overarching strategic support to local-level Emergency Services Coordinating Committees. The Wellington Group's emergency services are to be commended for this initiative.

What is evident from the interviews is that while the structures are in place and functioning, there is a need to strengthen them by examining where the connections are made between them, and enhancing the linkages. Confusion is prevalent in the functioning of the Group structures – for all agencies. There was variable understanding of:

- Roles and responsibilities of each structure (of themselves and others);
- Accountabilities of each structure (particularly at a governance level);
- Where the boundaries/interface points are;
- Where the overlaps are and how they are managed;
- Where engagement points are, and how the various structures interact with each other, and;
- The processes of engagement.

The majority of the participants in these structures have some degree of understanding regarding how the Group is intended to function, and comment during interviews when showed a diagram of how a Group should function was almost unanimous – structural levels within the Group were not operating as they are intended. Of particular note for the Wellington Group is the acknowledgement that streamlining structures through shared services would be beneficial. However, the issue of shared services has reduced progress and diverted focus from the development and operation of CDEM. The draft second generation CDEM Group Plan should assist in providing clarity required for these issues, but it is critical that this is in parallel with an improvement in Group members' understanding of the structures within the CDEM Group.

That Group members have a poor understanding of how the Group is intended to function is a result of the predominant perception that civil defence responsibilities rest with the Regional Council. There is a common misunderstanding by many Group members that the Greater Wellington Regional Council is the driving CDEM agency, whereas it should be the Wellington CDEM Group (acknowledging that each Territorial Authority, alongside the Regional Council, has an equally vested responsibility legislatively). This is largely because Group members are unable to clearly distinguish between the roles the Regional Council and the CDEM Group play. CDEM does not have a distinct regional identity in practical terms. Its identity is inextricably entwined in the language and understanding of most Group participants, with the Greater Wellington Regional Council. Current practices such as the Coordinating Executive Group and Joint Committee meeting agendas not being entirely driven by those committees sustain this confusion.

An added layer of complexity is the practice of Group participants using the word "Group" or "region" for a plethora of structures. During interviews, the word was frequently used incorrectly to mean variously the Group Emergency Management Office, the Coordinating Executive Group, Greater Wellington Regional Council and the Joint Committee. It should be an aspiration for Group members to use the term correctly to mean the wider CDEM Group (which is all the members and participants within the Wellington CDEM Group), and to distinguish the CDEM Group from the Regional Council to ensure clarity of communication and correct inference of roles and responsibilities.

### Recommendations – Urgent Priority

- That the Coordinating Executive Group determines a mechanism to ensure that participants within structures supporting the Wellington CDEM Group are fully aware of how the CDEM Group is intended to function.
- That the Coordinating Executive Group examines the connections between the structures of the Group with a view to determining where gaps exist, and how strengthening of these connections could be achieved (note: some other recommendations within this report would assist in this area).

### Culture

The effectiveness of any organisation is guided by its culture. Organisational culture is the set of attitudes that guides the way that members behave and interact with each other. Culture is a fundamental enabler of the operation of a CDEM Group and has potentially positive or negative effects on the successful delivery of resilience to its communities.

Although there are some natural alliances between some territorial authorities, interviews still revealed an underlying "them and us" culture in some areas of the Wellington CDEM Group, with many examples of sub-regional power debates. Geography plays a part in the informal segregation of the Wellington CDEM Group, with the territorial authorities of Carterton, Masterton and South Wairarapa being regularly referred to by interviewees as being "over the hill". Shared communities of interest (such as the commuter towns for Wellington City), also play a part in defining where natural CDEM synergies lie. Interviewees indicated that the Joint Committee and Coordinating Executive Group's failure to acknowledge its regional focus has a compounding effect on the "them and us" culture. Similarly, a failure by the Joint Committee and Coordinating Executive Group to demonstrate clear CDEM Group leadership has enforced the acceptance of a "principalities" approach, with very little cognisance of the negative effect that this has on the delivery of consistent CDEM principles.

Many interviewees revealed the culture of the Group to be largely resolved. Within local CDEM arrangements, confidence in the ability to manage small, short-term events exists. However when faced with the prospect of a significant earthquake event and the likely consequences, Group members indicated that they would be unable to cope, and that the planning associated would be overwhelming. Politically, Joint Committee members are reluctant to acknowledge the resourcing and work required to develop confidence in the Group's ability to manage an emergency, and tend not to question what is presented to them. This disengagement filters through the Group and is generally replicated at a local level.

The structure and resourcing of the Group Emergency Management Office by the Regional Council has led to disengagement by territorial authorities on all but local activity. The low-level engagement of the Joint Committee and Coordinating Executive Group has created a leadership vacuum, and an almost universal impression that too much control and decision making is vested in the Regional Council.

It was acknowledged that the relationship between the councils was considered to be collegial and cooperative, but many of the smaller councils are content to leave the Regional Council to drive work programmes given that the principal funding for CDEM regionally comes directly from the Regional Council. Current funding arrangements are contributing to the cultural acceptance that the Regional Council leads CDEM activity - 'he who pays the piper calls the tune'.

Some of those interviewed felt that there is a perception that CDEM is amongst the lowest of priorities for the majority of councils and that the CDEM Act 2002 was not given the same status as other statutes which are seen as more routine for local authorities' business as usual practices. There is not a

consistent awareness that when it is required to be used in a response context, the CDEM Act will subsume most other council businesses, and in a recovery context, is likely for even a fairly small event to require significant reprioritisation of Long-Term Council Community Plans projects. Further there was not a sense that CDEM was given this weight when considering CDEM resources, profile and integration.

The culture of this Group is a matter for its leadership to address. Leadership and commitment needs to be demonstrated from the top down to generate not only the direction for the Group, but a collaborative approach to developing consistent CDEM across the region.

### **Recommendation – Urgent Priority**

- That the Joint Committee and the Coordinating Executive Group select appropriate representation from their membership (including non-delegated Chief Executive representation) with support from MCDEM, to form a working group to address the culture of the Wellington CDEM Group.

### **Joint Committee**

The Joint Committee consists of the Mayors from each of the member councils and the Chair of the Regional Council. The Joint Committee meets twice a year. When members are unable to attend, deputies are not usually sent which means that non attendance for even one meeting can mean no participation by that member council in CDEM governance issues for almost a year. The Joint Committee should consider meeting more frequently and at a time that supports a full attendance.

Representatives have a reasonable understanding of their role in a civil defence emergency at a local level, but when presented with a diagram illustrating how the various organisational structures within Group CDEM arrangements operate, Mayors unanimously acknowledged that they were falling short of their responsibilities. Interviewees repeatedly described the functioning of the Joint Committee as “rubber stamping”. However, very little opportunity exists for Mayors to debate issues strategically or to consider issues collaboratively for the benefit of the region as a whole. The general feeling expressed by Joint Committee members is that the “meeting is done to us” and that there is no focus for the meeting and little genuine debate. This is a very circular situation; as meetings currently provide little real value for members, their desire to engage more regularly or more meaningfully is removed. This appears to be as a result of the members not having a clear understanding of their role and responsibilities, and agendas to match.

In order for the Joint Committee to be able to more fully engage in its role, a mechanism to up-skill members might be useful once the roles and responsibilities have been reaffirmed. Additionally, exploring opportunities to strengthen the relationship between Mayors and Coordinating Executive Group representatives may be beneficial.

Members demonstrate a reasonable understanding of the concepts of readiness and response, and more readily embrace these aspects than the less tangible concepts of reduction and recovery. It appears that members have some knowledge of the concept of reduction but not their role in it. Reduction and recovery are the areas of CDEM which rely on Joint Committee members advocating through their local authorities to have CDEM aspects incorporated into local processes such as District Plans, Long-Term Council Community Plans, and other community focussed planning. Using these instruments as a way to promote CDEM concepts would greatly increase the profile and uptake of CDEM. If emergency management principles could be fully integrated into council business as usual it would provide for greater efficiencies and improved outcomes. Additionally, if the structure of the Joint Committee meeting agendas are aligned with the 4Rs, it would allow the members to oversee what work is being undertaken in each area, and judge if an area is receiving unequal attention.



The CDEM Group as a whole would benefit from a clear and consistent process for Joint Committee members' engagement with their respective local authorities on matters of CDEM, possibly through placing Joint Committee meeting minutes on individual local authority agendas as a back briefing and action-generating mechanism.

There are current Terms of Reference<sup>6</sup> for the Joint Committee that indicates that five members need to be in attendance for a quorum to be achieved. There are a number of procedures and practises documented that appear to be variably understood by members – including the review of the terms of reference once the second generation CDEM Group Plan is adopted.

Currently, new Joint Committee members receive no induction and are left to decipher their role, function and responsibilities as best they may. In order to provide the Joint Committee with an opportunity to function to its potential, it would be advantageous to provide new members with an induction which is both explicit and contextual.

#### **Recommendation – Urgent Priority**

- That the Coordinating Executive Group develops and implements a tailored training program that is provided to current Joint Committee members, and for any subsequent 'new' Joint Committee members, to bring those new members 'up to speed' as to their role and expectations of their contributions.

#### **Recommendations – High Priority**

- That the Coordinating Executive Group ensures the regular and ongoing clarification of roles and responsibilities for all Joint Committee representatives.
- That Joint Committee meeting minutes are included on individual local authority council agendas as a reporting back mechanism, and that the Joint Committee identify other mechanisms to meaningfully engage their respective councils on matters of CDEM.
- That the Joint Committee structures its meeting agenda to align with the 4Rs, allowing it to view what work is being done under each area, and where an area is receiving unequal attention.

#### **Coordinating Executive Group**

Membership of the Coordinating Executive Group comprises of the Chief Executives from the respective local authorities along with senior representation from the Emergency Services, with additional attendees (namely MCDEM and the Group Emergency Management Office). At the time of interview, the role of Chair was vacant as the incumbent has moved to a role in Auckland. A new Chair has recently been appointed

Meetings are currently held twice a year, meaning that non attendance for even one meeting can mean no participation by that member council in CDEM management issues for almost a year. Nationally the CDEM Groups with the more successful Coordinating Executive Groups meet at least quarterly. Post monitoring and evaluation report, a meeting frequency of 5 to 6 weeks has been beneficial in other CDEM Groups to ensure timely implementation of outcomes of the monitoring and evaluation process.

It is a widely held view that the Coordinating Executive Group is currently performing a perfunctory role rather than one of active engagement, and that members largely bring an individual focus to the role

<sup>6</sup> Wellington Region Civil Defence Emergency Management Group, Terms of Reference, 2003



rather than a regional one. This is attributed to a number of factors among others, and in no particular order;

- Variable attendance
- Variable interest
- Members business as usual workloads
- Lack of understanding of the role of the Coordinating Executive Group
- Poor awareness of the function of the Group Plan and associated plans/monitoring
- Fraught relationships
- Obfuscated outcome reporting.

Interviewees revealed that meetings are 'quick' and have a 'large agenda', but that discussion during meetings centred mostly on receiving reports rather than providing leadership to the operational functions of the Group – described by one as more of a “news and weather show”. Many felt that the Coordinating Executive Group was too operationally focused and engaged predominantly with only the Group Emergency Management Office.

The lack of direction and poor understanding of roles and responsibilities were repeatedly acknowledged by Coordinating Executive Group representatives, particularly when shown a diagram depicting a 'model' CDEM Group by interviewers. Those that completed the Capability Assessment Tool did not necessarily reflect those views in the assessment process however. This may be as a result of misunderstanding the intent of the questions but is considered more likely to reflect a lack of a general understanding of roles and responsibilities. Either way, it indicates there is a need for Coordinating Executive Group to take a more proactive role.

Currently new Coordinating Executive Group members receive no induction and are left to their own to decipher their role and responsibilities. It would be advantageous for the Coordinating Executive Group to provide new members with an induction programme based on the Coordinating Executive Group's statement of its structure, role and responsibilities. It is suggested that an early task for the Coordinating Executive Group is to review and re-state its Terms of Reference. The appointment of the Chair should be part of the review of the Terms of Reference.

The Coordinating Executive Group is expected to be a partnership of all agencies involved in CDEM in the region. Some participants indicated that discussions at the Coordinating Executive Group are at too low a level, too operationally focussed and predominantly involve receiving information and reports provided by the Group Emergency Management Office. Any decisions made by the Coordinating Executive Group are not monitored and there seems to be little oversight by the Coordinating Executive Group of CDEM outcomes.

To improve the current situation it is suggested that the Coordinating Executive Group adjust its focus toward demonstrating leadership of CDEM within the region. It should lead the strategic planning for CDEM including setting direction, goals and priorities. It should develop a programme of work for the Group with an associated plan for resources and budget. The programme should be recommended to the Joint Committee and when approved, be implemented by the Coordinating Executive Group and its members. The Coordinating Executive Group should then monitor progress against the plan's milestones and report those to the Joint Committee. Such an approach, together with stronger direction from the Joint Committee, would benefit the region across the 4Rs and in particular, in areas such as risk reduction, recovery planning, public education and community resilience.

Additionally, if the structure of the Coordinating Executive Group meeting agendas are aligned with the 4Rs it would allow the members to oversee what work is being undertaken in each area, and where an area is receiving unequal attention. Some other CDEM Groups have found it helpful to divide the Group's work programme into themes and workstreams often structured around the 4Rs. Each

workstream is assigned to a specific member of the Coordinating Executive Group for supervision and reporting, but is implemented through staff, and contributed to by partners. This approach encourages collaboration across the specialist agencies involved in CDEM, fuller participation and better preparation ahead of any emergency. The revision of the CDEM Group Plan provides the opportunity to re-energise the Coordinating Executive Group's functions in this respect.

The Group would also benefit from a clear and consistent process for Coordinating Executive Group member engagement of local staff (territorial authority Civil Defence Officers and emergency services personnel) about issues arising from the Coordinating Executive Group, or issues which could be raised at the Coordinating Executive Group. This relationship was often described as being somewhat ad-hoc or inconsistent, although some members do use this process to good effect. Getting this 'flow' of information (up and down) would aid in strengthening linkages across the Group governance structures. It would help generate better engagement of staff from territorial authorities and the emergency services and provide them with focus on the one hand and an opportunity on the other, to influence improvements. It would ensure coordination and encourage collaboration.

#### **Recommendations – Urgent Priority**

- That the Coordinating Executive Group reviews the Terms of Reference and membership of the Coordinating Executive Group to ensure the appropriate level of representation and engagement from its members.
- That the Coordinating Executive Group ensures the regular and ongoing clarification of roles and responsibilities for all Coordinating Executive Group representatives.

#### **Recommendations – High Priority**

- That the Coordinating Executive Group develops and implements an induction programme for new Coordinating Executive Group members so as to bring those new members 'up to speed' as to their role and expectations of their contributions as soon as possible.
- That the Coordinating Executive Group considers forming further working groups as a mechanism to consider specific matters which need Coordinating Executive Group level focus.
- That the Coordinating Executive Group structures its meeting agenda to align with the 4Rs, allowing it to view what work is being done under each area, and where an area is receiving unequal attention.
- That the Coordinating Executive Group considers how, as an entity of representative individuals, it could best promote the principles of CDEM in business-as-usual activity within its individual organisations.
- That Coordinating Executive Group members consider mechanisms for engagement of local staff (local authority Civil Defence Officers and emergency services personnel) regarding issues arising from the Coordinating Executive Group, or issues which could be raised at the Coordinating Executive Group.

#### **Group Emergency Management Office**

Group Emergency Management Offices are considered to be best practice in the New Zealand CDEM context (see Director's Guideline [DGL 1/02] *Working together: the formation of CDEM Groups*), and can provide CDEM Groups and their members with a wealth of expertise and support in delivery of CDEM at a local level. Such expertise and support should include:

- Coordination of technical expertise;
- Planning and operational functions;
- Performance monitoring;
- Key roles (e.g. recovery, controllers);
- Coordination of Group-wide projects.

As CDEM has evolved since the passing of the CDEM Act, regions such as Wellington have also recognised the benefits of including other functions such as training and public information management.

The Wellington CDEM Group Emergency Management Office currently consists of four full-time employees situated in two offices; three staff in Wellington and one in Wairarapa.

Interviewees frequently indicated confusion as to what the Group Office does, although many also felt that almost all leadership came directly from the Group Office rather than the Joint Committee or Coordinating Executive Group. This generally reinforced the lack of understanding by many Group members as to the purpose and function of the Group Emergency Management Office.

There are also some perceptions that the Group Office is a Greater Wellington Regional Council vehicle and this is reinforced by staff having to subscribe to Greater Wellington Regional Council organisational requirements. There is a perception by those interviewed that the Group Office is another 'department' of Greater Wellington Regional Council rather than a standalone entity in its own right, housed within Greater Wellington Regional Council premises. There is a lack of understanding of the roles and responsibilities of the Greater Wellington EMO and the Group EMO and that they have two separate roles within the one office and that office has two reporting lines.

The perception that the Group and Greater Wellington Regional Council are one and the same pervades throughout the region, and this is perpetuated by the current funding arrangements.

Interviewees consistently praised the professionalism of the Group Office and showed appreciation for the leadership shown on various issues. However there is a heavy reliance on the Group Office to 'do the work' from both the governance and member levels. Wellington is fortunate to have available to CDEM the calibre of persons who contribute to the Group development. This has resulted in an over-balance of responsibility left with the Group Emergency Management Office Manager in the priorities and work plan for the Office in relation to the CDEM Group, and appears to be an abdication of the CEG's responsibilities under section 20 (2c) of the CDEM Act 2002.

#### **Recommendation – Urgent Priority**

- That the Coordinating Executive Group reviews the arrangements of the Group Emergency Management Office to better emphasise the coordination, supporting and planning role of the Group Emergency Management Office.

### **CDEM Work Programmes**

Common business practice requires development and approval of a work programme which has objectives aligned to delivering the outcomes that have been outlined in an over-arching plan or strategy. This allows for coordinated, targeted deliverables which can be easily monitored and adjusted as necessary.

Currently CDEM work programmes do not exist in any integrated or CDEM Group Plan-derived sense. Each territorial authority determines its delivery of CDEM with or without work programmes, with no correlation to the Group work programme, and in some cases only loosely with the CDEM Group Plan.

Under current arrangements, territorial authorities (or existing formalised operating area) are tasked with delivering CDEM at a local level, which is appropriate given the structure of the Wellington CDEM Group. However all work programmes should demonstrably align with the desired outcomes of the CDEM Group Plan, and to avoid duplication of effort and resource, a mechanism to ensure territorial authorities work programmes are complementary needs to be developed at a Coordinating Executive Group level – for whom oversight of such a process is a mandated requirement.

Although there is a work programme within the second generation CDEM Group Plan, it is high level and does not identify milestones, success criteria or resourcing.

#### **Recommendations – Urgent Priority**

- That the Coordinating Executive Group undertakes a prioritised, detailed analysis of the second generation CDEM Group Plan to determine how work programmes at both a Group and territorial authority level, can give effect to the outcomes in a coordinated and integrated manner over the lifespan of the Plan.
- That the Coordinating Executive Group determines a mechanism to ensure that it has meaningful oversight of the Group and territorial authority work programmes.

### **Group Funding**

Thus far in the monitoring and evaluation process it has been revealed that nationally there are a range of funding arrangements for CDEM activity. CDEM Groups which have a funding mechanism that sees the budget collected from a regional rate take, and are successful in delivery of integrated CDEM outcomes for their Group, understand that funding is tied to goals and objectives from the CDEM Group Plan, and that subsequent work programmes give effect to the Plan. They also understand that the Joint Committee and Coordinating Executive Group have management and governance responsibility and direction for that fund. In these instances success is also in part due to the Regional Council understanding that it collects the fund on behalf of the CDEM Group – and does not regard the fund as an internal budget area over which it has decision-making responsibility.

The funding arrangements and understanding for the Wellington CDEM Group differ from the above situation. Although there is no 'pooled' budget for CDEM across the region, significant amounts are spent on the delivery of CDEM in the region, with ratepayers contributing both regionally and locally.

Expenditure on an individual council basis in the region was reported to MCDEM as follows for the 2008/09 financial year:

Wellington Regional Council	764,179
Hutt City & Upper Hutt City Councils	922,633
Masterton District Council	110,539
Carterton District Council	30,896
South Wairarapa District Council	65,632
Porirua City Council	295,717
Kapiti Coast District Council	428,758
Wellington City Council	1,037,333
<b>Total</b>	<b>3,655,687</b>

Currently the Joint Committee and Coordinating Executive Group have almost no collective oversight of expenditure and outcome delivery across the Group, and receive reporting principally on outcome delivery by the Group Emergency Management Office. There is almost no financial reporting demonstrating value for money.

Work programmes are predominantly funded to deliver outcomes that have an organisational interest, rather than collaborations to give a region wide benefit. There are some notable exceptions where costs are apportioned, but generally speaking costs fall where they lie.

Territorial authority funding for local CDEM activity varies significantly across the Wellington Region, with some good examples of synergies (Hutt City and Lower Hutt), through to significantly smaller allocations (Wairarapa). Despite the variations, territorial authorities across the board are generally unaware that the current CDEM funding level would not facilitate an extended CDEM event or post event recovery. There is an even lesser understanding at a Group level that in a regional or sub regional emergency, current funding levels are unlikely to support the delivery of a sustained response, or recovery. Group planning should provide clarity and draw connection between the CDEM Group Plan's objectives and priorities, an annual work plan and budget contributions.

#### **Recommendations – Urgent Priority**

- That the Joint Committee reviews its current funding arrangements ensuring that it has collective oversight of CDEM expenditure and outcome delivery across the Group.
- That the Coordinating Executive Group requires the implementation of a transparent budget reporting mechanism to be used by the Group Emergency Management Office and territorial authorities.

#### **Shared Services Project**

CDEM is one of a number of functions currently being examined under a shared services review of the region. For other areas (such as procurement and information technology), there seems to be a clear understanding of the benefits to be gained from formal collaboration, but for CDEM, interviewees were confused as to its purpose and likely outcomes. Interviewees indicated that there was a level of resistance to engage in the process and this has resulted in a stagnation of the process for CDEM – with many projects 'on hold' pending the outcome.

There was significant indication from a range of interviewees that some natural synergies exist for territorial authorities – some driven by shared geography and some driven by shared communities of interest (rural or urban). Where these synergies are recognised, collaboration in the delivery of CDEM exists, albeit at a more local operational level.

The Joint Committee and Coordinating Executive Group representatives are aware of the shared services project for CDEM through reporting at meetings, but are disconnected from the leadership of the project, with many unclear on what the outcomes would be.

The Wellington CDEM Group should consider its desired future state, resourcing and community outcomes, and use this to drive the CDEM framework going forward, rather than solely relying on the shared service process.

#### **Recommendation – Urgent Priority**

- That to achieve the stated vision and goals of the current draft second generation CDEM Group Plan, the Joint Committee and Coordinating Executive Group consider the future structure of CDEM delivery within the Wellington Region taking cognisance of the principles of the shared services project.

#### **Business Continuity Management**

Business Continuity Management is an area which has almost universally been overlooked across all agencies in the Wellington CDEM Group. It is an area that has had little attention and is possibly not well understood. Generally plans do not exist. Some plans are developed with other goals (i.e. organisational planning and development) in mind and it is hoped that they will carry over into business continuity. It is generally considered by all spoken to, that this was an area that could be improved.

The 2009 H1N1 Influenza A Novel virus pandemic, and more recently the Christchurch earthquake have highlighted the need for CDEM Group member organisations to consider business continuity management. It is widely acknowledged that prior to these occurrences the concept had not been given as much attention as it could have. It is generally considered that although some plans may exist and some templates may have been developed in the past, it is still not well understood and/or implemented as a practice – the focus being predominantly on back-up IT systems, software and facilities. Some have identified alternate buildings, including alternate Emergency Operating Centre sites should their main council building be inoperable.

Where business continuity plans exist, they appear to be more for compliance purposes, and as a result coverage is not robust, they may be out of date, and are unlikely to be embedded in the organisation. There is no CDEM Group-wide oversight for business continuity. This is a particular vulnerability for the Wellington Group given its risk profile, its known vulnerabilities and the likelihood of staff being impacted as a result of a significant event.

It is important that the Group support and encourage councils and critical utilities to develop business continuity management plans and processes as it directly relates to their resilience as an organisation, and will provide a basis for their ability to respond to events (civil defence or otherwise). Business continuity management should be considered separate to (although linked with) response or operational planning.

#### **Recommendation – High Priority**

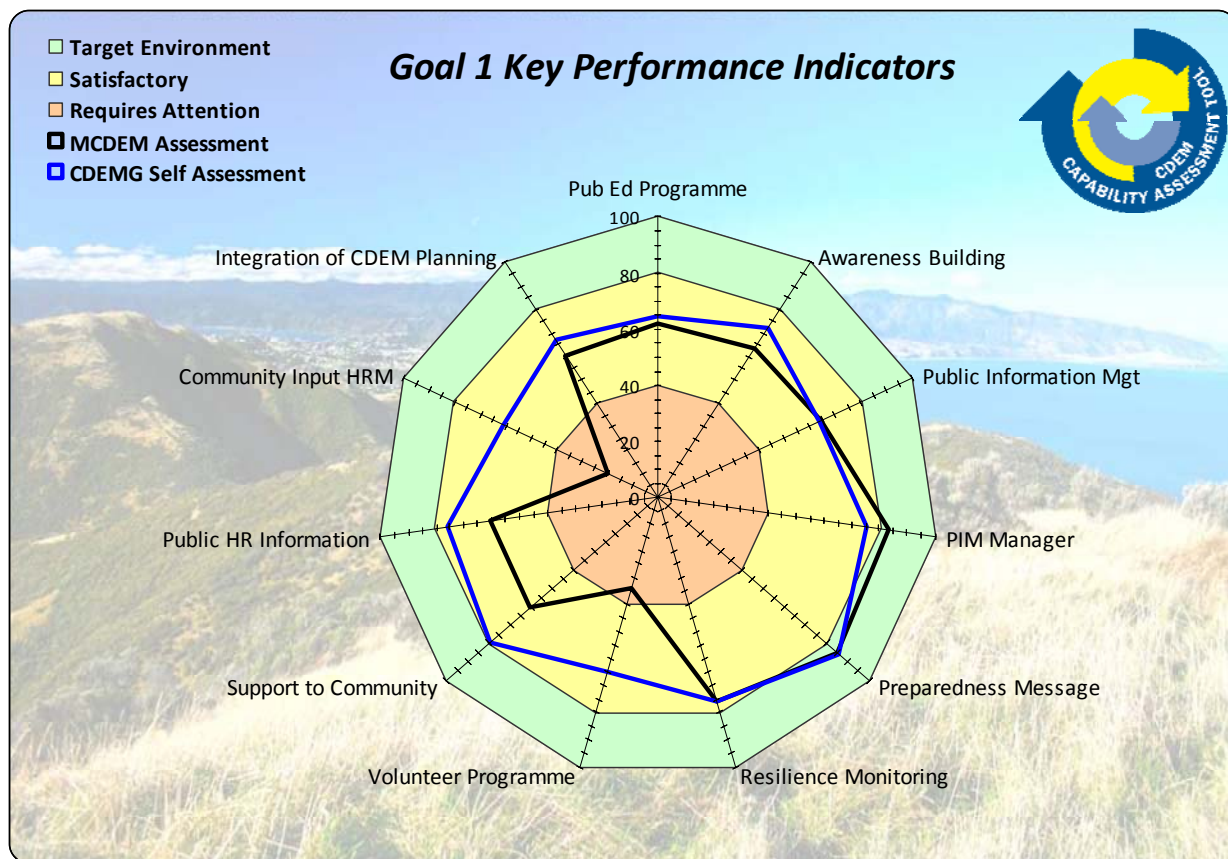
- That the Coordinating Executive Group collectively determines a priority for business continuity management and how this can best be achieved for the representative agencies across the Wellington CDEM Group in the spirit of the CDEM Act 2002.



## 5.2 Goal 1

To increase community awareness, understanding, preparedness and participation in civil defence emergency management.

### Capability Assessment Tool Results for Goal 1



### Interpretation of Results

The CDEM Group self assessment (blue line) and the MCDEM assessment (black line) show a close correlation across some of the indicators in this goal, but a significant diversion in others.

Both the Group and MCDEM agree on some of the higher scoring areas, namely public education, public information managers, the preparedness message and resilience monitoring, all of which score in or close to the 'target environment' zone. The Group shows further confidence in their ability in the areas of support to the community and public hazard-risk information, with all other indicators falling reasonably high in the 'satisfactory' zone.

MCDEM scores the CDEM Group in the 'requires attention' zone in the areas of volunteer programmes and community input into hazard risk management.

These areas are discussed in more detail in the following sections.

## **Public Education**

Section 17 of the CDEM Act 2002 states the Group's responsibilities in respect to public education. The Group has a public education strategy (July 2008 – 2011) that outlines why public education is important across the Wellington region, what the key messages are (for Wellington and nationally), and what resources / opportunities exist for the region.

Public education is driven by a public education group made up of a number of local authorities within the Group. Tangible evidence shows that public awareness of hazard risk across the Wellington region, and the level of preparedness for an emergency has increased. The Wellington region has also been recently awarded the IAEM Global Public Awareness Award for the development of "It's Easy! Get Prepared for an Emergency". This collaborative effort from the Group Emergency Management Office and local Emergency Management Officers was co-funded by the territorial authorities and the Regional Council using the Group funding formula (used for special projects).

While there is clearly some excellent work going on in this area, some interviewees indicated that the publication has been presented as a one-size-fits-all for the region, with local Emergency Management Officers being unable to customise the resource to reflect their individual communities' needs. Implementation of public education at a local level is indeed variable. A limited number of local organisations have picked up on the shift away from traditional public information to working with communities to build community resilience. Where emergency management offices are well resourced, public education is more consistently delivered in schools, with vulnerable communities (i.e. use of tsunami inundation maps as a lever for targeted public education) and utilising national initiatives such as Get Ready Get Thru Week. In order to capitalise on the current strategy, a more consistent approach across all member organisations, and direct championing of public education by both the Coordinating Executive Group and the Joint Committee, is desirable.

This local variability has contributed to the scores for some of the public education, awareness, preparedness and participation indicators being lower than some would anticipate. Scoring represents a Group-wide average; the scores should not detract from the excellent work going on in some areas. Public education (and general efforts towards community resilience) is clearly a strength for the region, and it is hoped that this effort will continue, and be built on in the future.

Most councils have civil defence information on their websites, however these vary in quality of information from absent or minimal, to comprehensive. The better websites describe not only what individuals, households and businesses should do to prepare for emergencies, but give key contact details and instructions, and link through to other useful websites. Accessibility of these pages is sometimes an issue however: most civil defence pages are "buried" within the wider council webpage under links such as 'Services' and are hard to find on a normal day, let alone under the stress of an emergency situation. Again, a more consistent approach to content and accessibility of these sites would consolidate the knowledge and confidence the community needs.

## **Community Resilience**

Community resilience can be described as the community's ability to cope with, adapt to, and develop from the demands, challenges and changes encountered during and after a disaster.

The Wellington Region CDEM Group undertakes a regular survey that includes questions on public knowledge of risks and preparedness. These results are compared against previous Group and national surveys to gauge the effectiveness of the Wellington CDEM Group programme.

The common view in interviews was that the rural population of the Wellington Region is very close-knit and self-sufficient, and therefore has a relatively high level of resilience and ability to respond to and



recover from the impacts of hazards. This is converse to the inner city dwellers that are perceived as less so, potentially causing a significant impact on resources and services.

Wellington Region has a high commuter population with many people travelling from the outer districts to Wellington City and surrounding environs for employment. There was concern expressed during interviews with some of the political leaders outside of Wellington City with regard to the vulnerability of their community members, if the commuters were cut off from returning home.

Across the Group there is a varied approach to community engagement, some councils like Porirua have an active engagement by the whole council, while others see community engagement as the “Emergency Manager’s role” and not that of the whole of council. It is suggested that the CDEM message could be spread more efficiently and effectively if areas of council (other than just civil defence) are involved in promoting and facilitating aspects of community awareness, preparedness and resilience.

The Coordinating Executive Group has little or no oversight of community resilience or engagement within the Wellington CDEM Group.

#### **Recommendations – Urgent Priority**

- That the Coordinating Executive Group determines the priority for community response planning as a methodology for promoting community resilience in the Wellington region, and ensures there are sufficient resources to achieve this priority.
- That the Coordinating Executive Group encourages councils to actively participate in community engagement programmes involving a whole-of-council approach.

#### **Public Information Management**

CDEM Public Information Management is variable throughout the Group, ranging from a professional Public Information Management team at the Greater Wellington Regional Council, available at all times, to having part-time non-professional Public Information Managers engaged in the role.

Some organisations within the Group struggle to fully resource this function, especially where they do not have full-time communications staff. Consideration should be given by the Group to additional public information resourcing, with a view to providing more support to all members and in particular to the smaller councils of Masterton, Carterton, South Wairarapa and Kapiti.

Most of the region’s Public Information Managers have attended the MCDEM Public Information Management course, but there is little subsequent formal training or professional development for these position holders. Additionally, those interviewed felt that there should be greater opportunity for the Public Information Managers across the Group to exercise their function in an integrated way. There is a regional Public Information Managers forum, however this forum meets infrequently and does not have consistent attendance. The relationship between Public Information Managers tends to be informal, with those who have a professional communications role meeting more frequently outside of a CDEM context. Interviews indicated that there is no specific Public Information Management plan or work programme, although a Public Information Manager standard operating procedure has been developed.

The Group has developed standard broadcast templates that allows a consistent, high level approach to the delivery of public information for the most frequently experienced and high-risk events. Additionally, relationships with local and regional media are well practised during emergency events.

Similarly, public information managers have established good “non emergency” relationships with local and regional media.

During an emergency event, media releases are produced through a variety of sources (Group and local Public Information Managers, New Zealand Police, New Zealand Fire Service, district health boards, etc.), but interviews revealed that there is little apparent linking of media messages giving one clear picture. There is opportunity for the Public Information Managers’ forum to be expanded to include Public Information Managers from Police, Fire and health services.

The use of the internet and social media during an emergency is varied across the Group, with relatively few Public Information Managers embracing new technological opportunities to inform the public via websites and social media, including media monitoring.

Public Information Managers have little relationship with the Coordinating Executive Group or Joint Committee. They seldom report to the Coordinating Executive Group or Joint Committee on activities or issues that they have experienced. The Group Public Information Manager has a good working relationship with the CDEM Group Office.

It was noted during the interviews that the Group Public Information Manager does not sit on the Public Education Working Group; it was thought that this inclusion would be beneficial.

There is a leadership opportunity for the Group Public Information Manager to develop the capability and capacity of the local Public Information Manager function that could include preparation of more detailed scenario-specific key messages (rather than just following a generic process), event-specific templates and processes, planning, and network/relationship building. Furthermore, the wider Public Information Management group should meet more often to develop relationships, undertake training, and practice response activities.

#### **Recommendation – Urgent Priority**

- That the Group Public Information Manager leads the development of a multi-agency public information management work programme.

#### **Recommendation – High Priority**

- That the Group Public Information Manager provides the leadership across the Group for the Public Information Manager function, to ensure that the Public Information Manager role is being carried out by appropriately experienced and trained personnel.
- That territorial authorities and individual agency Public Information Managers undertake specific CDEM activities, including Public Information Management/CDEM training, planning, preparedness and exercising.

#### **Integrated CDEM Planning**

There are varying degrees of integration of planning across different portfolios within the Wellington CDEM Group. The general consensus is that CDEM is considered an after thought when it comes to council planning and any integration of plans relies on individuals rather than having processes in place. It appears that consultation with CDEM on district/city planning matters is mainly on an informal, case-by-base basis.

Overall, it appears that hazard and risk analysis is not integrated into Long Term Council Community Plans, but to varying degrees is integrated into council planning (Land Information Memoranda, Building Reports, etc). Currently, there are only limited opportunities for conversations to occur between regional, local and strategic planners.

Of particular importance is the consideration of risks in the proposed Wellington City Spatial Plan that is currently under development and will influence Wellington's urban form in the long term. Given the risk profile associated with the Wellington Region and its national significance as the governance seat of New Zealand, it is critical that planning processes acknowledge hazard research, as well as acceptable and non-acceptable risk, so that long-term plans actively seek to acknowledge risk, and reduce or mitigate it where possible. Risk reduction measures need not 'impede' development, but can be integrated into and *enhance* development; it is critical that all hazards and risks, and risk reduction efforts, be considered in the planning phase in order for this to be a symbiotic – rather than a negative – relationship. The CDEM Group, particularly the Joint Committee and Coordinating Executive Group, should be the primary advocates, or champions, of this occurring.

#### **Recommendation – Urgent Priority**

- That Coordinating Executive Group acknowledges its role within integrated planning and ensures that adequate advice and support is given to the Wellington City Council Urban Development team to ensure risks from natural hazards are considered in development of the Wellington City Spatial Plan.

#### **Recommendation – Medium Priority**

- That the Coordinating Executive Group identifies and develops strategies for integration between CDEM Group member planning documents (e.g. CDEM Group Plan) with community outcomes and Long Term Council Community Plans, Resource Management Act plans, asset (infrastructure) management plans and community development plans.

#### **Volunteers**

The best practice guide [BPG 03/06] *Spontaneous Volunteer Management Planning* page 5 (available on the MCDEM website) clearly defines the role and difference between volunteers and spontaneous volunteers. The Wellington CDEM Group has a good understanding of the distinction between volunteers and staff members who work within emergency operations centres, recognising that 'community volunteers' are not compensated by way of money or time off. The recognition of the need for volunteers is fairly consistent across the Group in that almost all areas acknowledge that during a sizable emergency, their volunteer force will be essential.

Some councils have specific training programmes for those who volunteer and this should be commended; others adopt more of a 'manage on the day' approach. Given that nationally, the level of volunteerism outside of local authority staff is limited, the Wellington CDEM Group should be commended for its efforts to build volunteer capability.

Recruitment and engagement of new volunteers is more ad-hoc, however. It is not systemically planned or managed, and neither the Coordinating Executive Group nor the Joint Committee has much oversight as to the capacity and capability of the regions volunteer force.

Strategic planning processes should include discussions on how volunteers will be involved in local and Group plans, what systems will be established for them, and who will be designated to coordinate their

activities. The following are suggested next steps that the Group may wish to consider as part of bringing its volunteer management to the next level:

- formally analysing the need for volunteer groups and individuals across the Group
- defining roles and responsibilities for volunteer groups/individuals
- developing service level agreements with appropriate volunteer agencies
- developing consistent policies and processes for managing volunteers across the Group
- applying structured training programmes for volunteers consistently across the Group.

**Recommendation – Urgent Priority**

- That the Coordinating Executive Group gains a clearer understanding of volunteering best practice, and determines the level of need for volunteer management in a CDEM context within the Wellington Region .

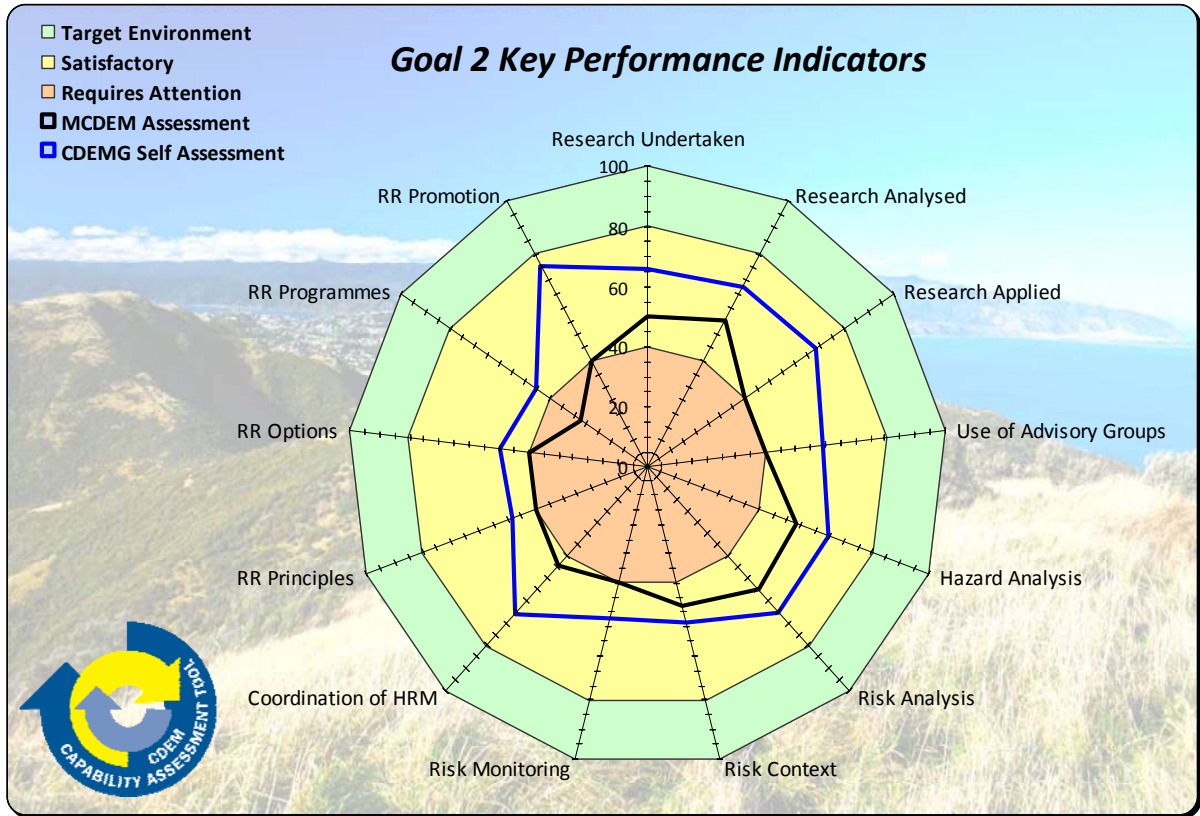
**Recommendation – High Priority**

- That the Coordinating Executive Group examines national, regional and other local initiatives, resources and support mechanisms with regard to volunteering, and learn from/adopt these.
- That the Coordinating Executive Group develops a strategy to ensure the recruitment, training and retention of volunteers.

### 5.3 Goal 2

To reduce the risks from hazards to New Zealand.

#### Capability Assessment Tool Results for Goal 2



#### Interpretation of Results

The Group scores itself as ‘satisfactory’ across all indicators in Goal 2, although at a slightly lower average score than in Goal 1. The highest scoring indicator is promotion of risk reduction (close to ‘target environment’ zone), while the lowest are risk reduction principles, options and programmes (low in the ‘satisfactory’ zone).

MCDEM scores the Group 5-20% lower in most areas, with research applied, use of advisory groups, risk monitoring, coordination of hazard risk management, risk reduction principles, options, programmes and promotion sitting in or close to the ‘requires attention’ zone.

Overall, this Goal is one of the lower scoring goals.

These areas are discussed in more detail in the following sections.

## **Understanding the Hazardscape**

Wellington CDEM Group has a good understanding of its most critical hazards (earthquake, flooding, landslip, and tsunami), with earthquake risk being at the forefront of many peoples' minds. The high risk associated with flooding is also widely recognised. The CDEM Group, led predominantly by the Regional Council, has undertaken a range of hazard research with costs generally shared among the Local Authorities. The outcomes and findings of such research are generally shared with the relevant territorial authorities, although interviewees were not always confident that the data was as widely distributed as necessary. There are also some notable research-based initiatives led by individual local authorities, some on behalf of the Group. Recent research projects include:

- Investigations into the Wairarapa faults (2006)
- Tsunami inundation mapping (Level 2 ) for the Wellington Region (2008/9)
- Bathymetric mapping and modelling of the Wellington Harbour
- Ongoing investigations into the Wellington Fault and its associated risks (The GNS-led 'Wellington, It's Our fault' project with councils contributing).

A notable new project is underway studying regional coastal vulnerability which will examine the impact of storm surge, river flooding and sea-level rise. Additionally, new modelling will refine existing tsunami inundation maps to 'level 3' (of the Director's Guideline DGL 08/08).

There is much documented research on the Regional Council's website, but this appears to be predominantly pre-2005 – in effect, recent research is not readily accessible by the community. There is a need to ensure that findings of relevant research are proactively advocated for and shared across the Group and wider community. Having up-to-date information available in a common area (e.g. the Group website) is recommended.

The Regional Council and some individual councils have shown a strong commitment and proactive approach to hazard research needs. However, there are opportunities to better inform CDEM planning and risk reduction through a more structured and collective Group approach to research on the social and economic elements of risk and understanding vulnerabilities within Wellington region communities.

### **Recommendation – High Priority**

- That the Coordinating Executive Group ensures that there is a central repository (e.g. the CDEM Group website) which contains up-to-date hazard and risks research be determined, with a mechanism for keeping the information current.

## **Integrated Hazard Risk Management**

The Wellington region is host to some very good case-study examples of successful integrated hazard risk management, such as the fault-zone set-back in the Totara Park residential development (Upper Hutt), and the Hutt River catchment management plan.

However, despite these specific successes, this assessment has highlighted an apparent gap between the effort applied to analysis of the regional hazardscape (and associated risks), and the application of this to integrated hazard risk management and progress on risk reduction initiatives. This disconnect is evident within council planning processes as well as between local government and other sectors. Whilst Long Term Council Community Plans identify community outcomes relating to emergency preparedness, there is little evidence that directly links risk reduction activities as important in the context of broader community goals and aspirations. Another important but very challenging area is engagement with the community in developing plans and approaches to reducing disaster risks. It was

felt by those interviewed that there had been little engagement with the community to assess acceptable levels of risks. Many believed that communities only have a general understanding of the consequences of earthquake risk in the region and are better prepared for localised short-term risks such as flooding. Appetite for hazard and preparedness information is likely to increase following the Canterbury earthquake.

One of the barriers to developing a more integrated and effective approach to hazard risk management appears to be a limited understanding among many CDEM Group members of the roles and responsibilities for risk reduction across all levels within the CDEM Group. Group members should identify and acknowledge collectively the roles and responsibilities they each have for risk reduction, both in CDEM and in 'business as usual' functions outside of what might be considered conventional CDEM activities.

Many of the biggest gains for hazard risk reduction occur outside of 'traditional' CDEM functions but are within routine functions of local government Group members (such as Resource Management Act planning, building control, community development, etc.). In this regard, a particular priority for the Group should be improving linkages, coordination and integration of policies, strategies and activities aimed at reducing risk, across the full range of member functions and service, as well as through statutory instruments such as District planning/land use management and the Long Term Council Community Plan. Given Wellington's significant risk profile, recent emergency events and its national significance as the governance seat of New Zealand, this should be considered a high priority.

One mechanism to support the integrated management of specific risks is the development of specialist advisory groups. Advisory groups bring together all relevant planning and implementation partners (including CDEM, resource management planners, council asset managers, and lifeline utility operators) supported by specialists such as scientists and engineers, with the aim of formulating a whole-of-problem strategy across the 4Rs.

#### **Recommendations – Urgent Priority**

- That together with relevant partners (including lifeline utilities), all Wellington CDEM Group members develop a common understanding of the purpose, principles and status of risk management, including identification of risk reduction roles of individual Group members, both within and outside CDEM functions.

#### **Recommendations – High Priority**

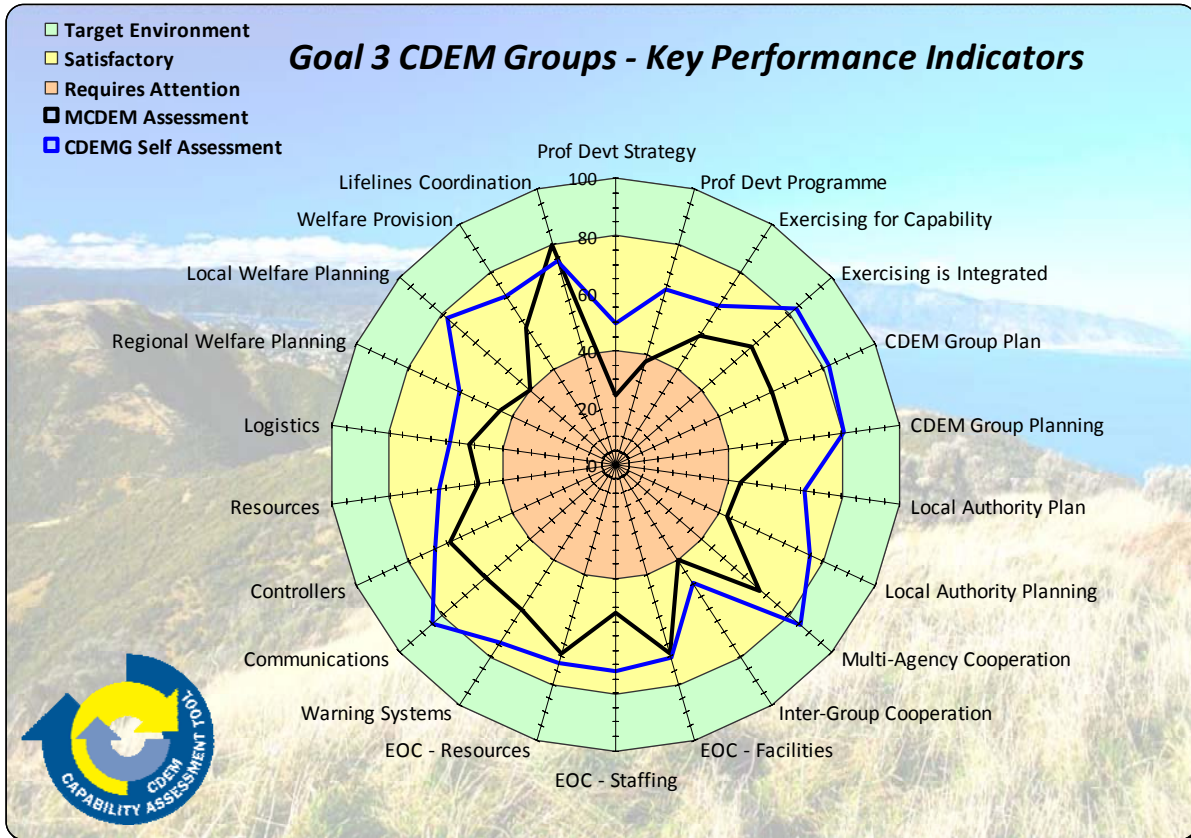
- That the Wellington CDEM Group considers establishing a regional hazard risk management forum to:
  - Coordinate and integrate planning and strategy development for hazard risk reduction across members
  - Coordinate hazard risk research (across jurisdictional boundaries) so that information gathering is more effective and efficient
  - Share hazard-risk information among Group members and partners in support of a shared risk approach to risk management
  - Develop strategies for communication of risk with partners and communities



### 5.4 Goal 3

To enhance New Zealand’s capability to manage civil defence emergencies.

#### Capability Assessment Tool Results for Goal 3



#### Interpretation of Results

Goal 3 is the highest scoring Goal for the Wellington CDEM Group.

The Group scores itself high across the areas of integrated exercising, CDEM Group Plan and planning, local authority planning, multi-agency cooperation, communications, local welfare planning and lifelines coordination – all being in or very close to the ‘target environment’ zone. Further confidence is shown in the areas of exercising, Emergency Operations Centres facilities, staffing and resources, warning systems, controllers and welfare provision, all scoring high in the ‘satisfactory’ zone. The only lower-scoring areas are inter-Group cooperation and professional development strategy.

The MCDEM scoring of the Group shows similar strengths and weaknesses in most places, but is divergent in a few areas. MCDEM scores the Group as ‘satisfactory’ in most areas of Goal 3, with a particular strength shown in lifelines coordination. The lowest scoring areas are again in inter-Group cooperation and professional development strategy.

These areas are discussed in more detail in the following sections.



### **Professional Development**

*“The public has high expectations of the standard of performance of those involved in Civil Defence Emergency Management (CDEM) in New Zealand”*

– Excerpt from the foreword by John Hamilton, Director of the Ministry of Civil Defence & Emergency Management in the recently-released CDEM Competency Framework.

There is a comprehensive programme to up-skill Controllers and Recovery Managers with a Group-led five “one day” course programme over two and a half years. These sessions add value to the MCDEM Controllers and Recovery Managers course. However these courses are generally attended on a regular basis mainly by Emergency Management Officers and not all Controllers or Recovery Managers. There is also a small but positive attendance by the Emergency Services. Controllers and Recovery Managers are generally senior managers and do not factor civil defence professional development into their business as usual as interviews indicated that it is not seen as a high priority.

Controllers at all levels would benefit from these courses to reinforce past training and to network with other controllers within the Wellington Group. Controllers and Recovery Managers, when interviewed said that this was the only opportunity to meet the other Controllers and Recovery Managers. Controllers and Recovery Managers should be on a continuous development programme as new and innovative ways of working are always promoted. Interviewees indicated specific professional development for Recovery Managers would be beneficial as the combined Controller and Recovery Manager courses were more response orientated rather than including post response recovery.

Further professional development relies on the management processes within individual territorial authorities. It was felt by members that this is inconsistent across the Group with some councils actively encouraging professional development programmes while others leave it to individual staff members to progress. There is no consistent application of the process within the authorities as to what CDEM members should attend or skills they should acquire. It is considered that this creates an opportunity for the Coordinating Executive Group to maintain and strengthen the current level of professional capability within the Group, with the considered implementation of a professional development programme for its professional staff, taking advantage of the recently developed CDEM Competency Framework for guidance. This will further enhance the consistent policy and programmes initiated by the Group.

The Coordinating Executive Group currently has only a limited overview of the Group’s professional development. A recent initiative has seen the Group Office reporting back on members attending or failing to attend the professional development course they were recommended for. This assists in ensuring the Group maintains an awareness of the professional development status of CDEM staff.

#### **Recommendation – Urgent Priority**

- That the Coordinating Executive Group considers undertaking a comprehensive development needs analysis (utilising the CDEM Competency Framework as a basis for development) to establish what professional development and training is required by the staff in the Wellington CDEM Group, with a view to implementation of a Group professional development and training plan which is resourced and budgeted for appropriately, and consistent across the Group.

#### **Recommendation – Medium Priority**

- That the Coordinating Executive Group familiarise themselves with the CDEM Competency Framework with a view to understanding best practice requirements for any future appointments within the CDEM context.

## **Training**

Greater Wellington has a training strategy for the Group ECC called the 'Recruitment, Training & Retention of Group Emergency Coordination Centre Volunteers'. There is no Group-wide training strategy.

The Group would benefit from having a Group Training Coordinator as there are a number of Group-wide committees that are tasked with the development of training packages for operations, planning and intelligence and logistics. These packages are yet to be developed at the time of writing this report. There is an opportunity to develop a Group Training Coordinator role to coordinate consistent training at a local as well as a Group level. The Group Training Coordinator should carry out an involved role of developing and coordinating training resources and delivery across the Group to enable a consistent approach across all levels of staff and volunteers within the Group.

Training is inconsistent across the Group and the degree of training varies as it is dependent on resources and time available. Each Territorial Authority has a reasonably intuitive understanding of training within their area, however and formality around this appears to be ad hoc. Very few records of who has done what training exists across the Group. Smaller councils in particular are challenged with regard to the provision of and commitment to training.

The Coordinating Executive Group has little or no oversight of training within the Wellington CDEM Group.

### **Recommendations – Urgent Priority**

- That the Coordinating Executive Group develops and implements a mechanism that will provide oversight of capability development and related issues across the CDEM Group at a strategic level.
- That the Coordinating Executive Group supports the maintenance of capability levels, by ensuring that staff are released for professional development activities, and ensuring that staff understand the need to participate in these activities.
- That a Group Training Coordinator position be mandated to coordinate training across the entire Wellington CDEM Group.

## **Exercises**

Wellington Group *Exercise Phoenix* is an annual exercise based on a large magnitude earthquake in Wellington. *Exercise Phoenix* has been carried out every year over the last ten years except when *Exercise Capital Quake* was held.

*Exercise Phoenix* was considered by some interviewees as a 'Group Emergency Operations Centre exercise' and not designed to exercise the whole Group. This opinion appeared to be based on not all the territorial authorities within the Group participating in the exercise or if they do then not at a consistent level or duration. The Group's ability to assess its own capability and capacity to manage an earthquake scenario is viewed to be compromised as a result of this.

There is an opportunity for future *Phoenix* exercises to test or practice specific functions or tasks rather than the entire scenario (which is consistently viewed as overwhelming).

Exercise programmes provide opportunities to target specific outcomes and tie them to capability building and competence. Wellington does not currently have a Group exercise programme and the lack

of an overarching strategic focus is reflected in the lack of confidence of Group members in the current exercising regime. A Group exercise programme that creatively examines how exercising could best benefit the Group, that is documented, targeted to need and widely promulgated, could mitigate the current level of concern that appears to exist in this area. It will allow for advance planning with Group members and enable them to better commit to the exercise.

The Director's Guideline DGL 010/09 *CDEM Exercises* advocates conducting a needs analysis as a first step to ensure whether an exercise is needed at all. The Wellington CDEM Group should consider a region-wide analysis of needs with a view to implementing a cross-region exercise programme that would build capability for the region. Newer staff members may benefit from low-stress exercising (e.g. orientation exercises), whereas those more experienced staff members would be able to test some of the more complex needs identified. Exploration of this concept by the Coordinating Executive Group may provide opportunities to achieve greater exercise efficiencies and more targeted outcomes for the Group.

Though all members commented that debriefs were held after events and exercises, there is not a consistent approach to how these debriefs are undertaken, who attends, and how lessons identified are incorporated back into corrective actions and how they are monitored within individual organisations. Furthermore, there is no consistent structured way to integrate corrective action plans into work programmes. An opportunity exists to develop a Group standard for the running of debriefs. Some members felt that this important area was being neglected.

### Recommendations – High Priority

- That the Coordinating Executive Group considers the development of a Group-wide 'smart' exercise programme, coordinated with training and professional development programmes, that includes:
  - A region-wide needs analysis, and rationale for functions to be exercised, and
  - Options for different types and levels of exercising.
- That the Coordinating Executive Group develops and implements a coherent process for determining, aligning, implementing and embedding outcomes relating to exercising across the Group.
- That the Coordinating Executive Group develops a mechanism to provide oversight of exercises at a strategic level.

### CDEM Group Plan

The Wellington CDEM Group has initiated its required review of the CDEM Group Plan, the first version of which was approved in 2005. Most interviewees were aware the CDEM Group Plan was due to be reviewed.

Many interviewed reflected a misunderstanding that the CDEM Group Plan should be an operational document and did not appreciate the importance of the CDEM Group Plan as an over-arching principle document that all other programmes and plans for the Group derive from and align with.

In practice most Group participants appear unaware of the content of the current CDEM Group Plan, viewing its approval as the end of the process and a document to essentially be "filed". This reflects a general lack of understanding about the purpose of a CDEM Group Plan and its use as a living document. Equally most participants expected the Group Office to draft the new CDEM Group Plan and their only subsequent role would be to read their individual parts to ensure there were no errors.

A CDEM Group Plan is owned by the Joint Committee and it determines who the Group is, how they will work together, and what they will achieve. Of particular importance is the engagement of the Joint Committee and the Coordinating Executive Group in the early stages of the CDEM Group Plan development to provide the direction for what the second generation CDEM Group Plan should encompass. Although there have been a series of workshops held which have engaged welfare, lifelines, emergency services and operational staff in the process of review, the Wellington CDEM Group has a distinct opportunity now, particularly in conjunction with the results of the MCDEM monitoring and evaluation process, to revise its approach to its second generation CDEM Group Plan.

There are significant and appropriate opportunities in the new planning process for targeting the demographic, hazardscape, geographic, and infrastructure-related issues that Wellington faces. It will be imperative for the Group to understand how any aspirations (e.g. development needs analysis, a professional development strategy, training and exercising) will be resourced to deliver the outcomes that need to be achieved to fulfill the CDEM Group Plan.

### Recommendations – Urgent Priority

- That the Joint Committee engage in the early development of the second generation CDEM Group Plan to ensure that the strategic direction of the Wellington CDEM Group determines the CDEM Group Plan's further development.
- That the Coordinating Executive Group leads the process and determines a mechanism to ensure engaged participation by all CDEM Group members in the formulation of the second generation CDEM Group Plan.

### Response

In general there is a high level of confidence in the ability of individual CDEM Group members to respond to a local event in the short term (e.g. 3 days). Observations of recent responses would support the level of confidence that localised events of short duration can be responded to well. Localised flooding emergencies in the past couple of years, the Chilean tsunami (2010) and assistance to the National Crisis Management Centre during the Canterbury earthquake (2010) demonstrated a level of preparedness which reflects that small events can be managed appropriately.

There is, however, a general concern regarding the ability of the CDEM Group to respond during a group-wide (regional) event, an event of longer-term duration and in particular to "the Wellington earthquake" (also referred to as "the big one"). These concerns span both capacity and capability issues. Concern was also expressed, about the ability of the Wellington CDEM Group to integrate the new 'Wellington Earthquake National Initial Response Plan'<sup>7</sup> into its processes.

There is no doubt that the CDEM Group, particularly the Group Office, has expended considerable effort in the past developing plans and guidelines to respond to a Wellington Earthquake. However there is little or no understanding across the wider CDEM Group of how plans and processes will be developed by territorial authorities/other agencies to support a Group response, as defined in the Wellington Earthquake National Initial Response Plan, and in the other plans and guidelines that exist. Further, it is questionable as to whether the roles and responsibilities within these plans are known to all, and whether the capability and capacity truly exists to enact them.

The Coordinating Executive Group does not have a clear understanding of the Wellington Earthquake

<sup>7</sup> [http://www.civildefence.govt.nz/memwebsite.nsf/wpg\\_URL/For-the-CDEM-Sector-Publications-Wellington-earthquake-response-plan](http://www.civildefence.govt.nz/memwebsite.nsf/wpg_URL/For-the-CDEM-Sector-Publications-Wellington-earthquake-response-plan)

National Initial Response Plan nor has it developed a strategy for ensuring that the Wellington CDEM Group plans meet the specific response tasks allocated within the plan.

#### **Recommendation – Urgent Priority**

- That the Coordinating Executive Group determines a mechanism to ensure that the Wellington Earthquake National Initial Response Plan is integrated into Wellington CDEM Group planning processes to ensure an appropriate integrated response can be made in the event of a large Wellington earthquake.

#### **Group Emergency Coordination Centre**

The Group Emergency Coordination Centre is located at the Wellington Regional Council, Wakefield Street, Wellington City, with the main centre operating in a meeting room on the 4th floor. Significant expense has been incurred setting up (wiring/servers, etc.) this space. There are multiple rooms that make up the GECC, including a communications room, PIM room, Controllers room and liaison room. An alternate Group Emergency Coordination Centre is located at the Regional Council building in Wairarapa which has been assessed as part of an Emergency Operations Centre assessment in 2008 and found not fit for purpose. There has been some discussion about a new Regional Council building in the Wairarapa which would include facility for an alternate Group Emergency Coordination Centre however there is no certainty about a build date. There is also an alternate Group Emergency Coordination Centre in Mabey Rd, a Regional Council depot, which again is considered not fit for purpose. Further, the alternate Group Emergency Coordination Centre in the Wairarapa has not been exercised as the primary Group Emergency Coordination Centre. The Coordinating Executive Group has no oversight of the assessment findings or actions to date regarding either the Group Emergency Coordination Centre or its alternates.

There is a general misunderstanding around the role of the Group Emergency Coordination Centre within the Wellington CDEM Group, including what the triggers are to activate it. Group Emergency Coordination Centres coordinate, facilitate, manage information, and direct regional resources to support territorial authorities and agencies responding to local incidents or emergencies. The role of the Group Emergency Coordination Centre is particularly important in circumstances where events cross local authority boundaries, or where local authorities are not able to fulfil their role, the Group Emergency Coordination Centre will coordinate the overall Group (regional) response within the area.

Reported high staff turnover of those council staff identified for Group Emergency Coordination Centre roles affects the ability of the Group Emergency Coordination Centre to progress its effectiveness from one exercise to the next. Essentially a number of staff are “new” each time *Exercise Phoenix* is held. Opportunities with regard to selection of staff for positions and “smart” exercising (e.g. table tops, role specific etc.) could be utilised to maintain an effective standard of Group Emergency Coordination Centre staff functionality. Coordinating Executive Group has no oversight of the functionality of the Group Emergency Coordination Centre.

#### **Recommendations – Urgent Priority**

- That the Coordinating Executive Group reviews the current capacity (being place, people and process) of the Group Emergency Coordination Centre and its alternate facilities, to determine whether they are fit for purpose and ensures a process to monitor progress occurs.
- That the Coordinating Executive Group ensures that the role of the Group Emergency Coordination Centre during an activation (and monitoring) phase be defined, agreed, practised and adhered to.

### **Emergency Operations Centres**

Emergency Operations Centres were also the subject of an assessment in 2008 and few steps have been taken to remedy the issues that were raised in the assessment. The Coordinating Executive Group has no oversight of the overall capability and capacity of the Emergency Operations Centres across the Group or whether any improvements have been made following the Emergency Operations Centre audit.

The EOCs with issues highlighted in the 2008 audit report are:

- Greater Wellington Council - Group ECC
- Greater Wellington Council – Group Alternate ECC
- Porirua City Council EOC
- Masterton District Council EOC
- Wellington City Council EOC
- South Wairarapa District Council EOC
- Carterton District Council EOC
- Upper Hutt City Council EOC

Lessons from the Canterbury earthquake have led to a revision of the assessment tool (developed by MCDEM) used for Emergency Operations Centres, and the Group would benefit from a second review of its Emergency Operations Centres facilities, with a particular focus on the people and process aspects.

#### **Recommendation – Urgent Priority**

- That Coordinating Executive Group reviews the 2008 Emergency Operations Centre assessment report and determines whether or not it should be revisited for currency (i.e. Canterbury earthquake learnings) and how the recommendations from that report (or any subsequent one) should be implemented.

### **Warning Systems**

Warning messages for the Wellington CDEM Group are usually distributed from source (Metservice, Ministry of Civil Defence & Emergency Management, etc.) direct to all CDEM Group organisations simultaneously through SMS (text), fax and email, with each member organisation having their own process for informing their staff. After hours coverage is provided by Beacon Hill to ensure the Group has a guaranteed 24/7 coverage and an automatic forwarding e-text system is set up for registered users to guarantee receipt of warnings, some receiving warnings twice.

With national warnings from Ministry of Civil Defence & Emergency Management the Group members are followed up by the Group Emergency Management Office if they have not received a response from the territorial authorities within 30 minutes. Additionally, the Group Emergency Management Office contacts affected territorial authorities when extreme weather events are predicted (rainfall and winds) to ensure receipt of, and awareness of forecast predictions.

Satellite phones and radios provide the Group with alternative means of communication. A Group radio network is in place with most territorial authorities having radio network links with their isolated communities, often through Rural Fire, ensuring communication is maintained before and during an event. All networks are tested regularly.

Public alerting systems vary throughout the Group and sources range from permanently-mounted



sirens, public address systems (many vehicle mounted), to telephone trees and door knocking. The alerting systems are tested regularly.

### **Controllers**

The Wellington CDEM Group has a Group Controller with two Alternate Group Controllers with a range of experience and confidence. The Joint Committee appoints all controllers. With the Joint Committee only meeting six monthly, a risk exists that where there are gaps in controller appointments insufficient controllers will be available in an emergency.

It was apparent during interviewing that there exists a 'them and us' attitude between the Group Controllers and Local Controllers when it comes to responding to an event. This sentiment was expressed by a range of interviewees. Clearer definition around the role of Group Controllers and the Group Emergency Operations Centre during activation and monitoring modes will greatly assist understanding of roles and responsibilities.

Territorial authorities have two or more Controllers, many are experienced and there are a few new appointments. There is a consistent view that territorial authorities have not given sufficient consideration to the selection of the individuals that have been appointed to Controller roles, in particular not understanding that in a declared emergency these individuals have decision making powers which are separate to and in authority over Chief Executives.

Not all Local Controllers interviewed understood the role of the Group Controller (i.e. Local Controllers powers are derived from those of the Group Controller) with some expressing a view that "on the day" they (the Local Controller) would deem whether or not they would follow the advice or direction of the Group Controller. Furthermore, the process for the appointment of Local Controllers is not well understood across the Group. As per the CDEM Act 2002 (s27), Local Controllers are to be appointed by the Joint Committee of the CDEM Group, not by individual territorial authorities.

Some, but not many, of the Group and Local Controllers have undertaken MCDEM Controllers training. Controllers who have not attended the MCDEM Controllers course, or who have not had any refresher training for some time, should be encouraged to undertake this training.

The relationship between Group Controllers and the Coordinating Executive Group is important. The Group Controller is the conduit and representative for the Group and Local Controller collective and having the Group Controller on the Coordinating Executive Group assists at a high level for the roles and responsibilities of the Controller to be understood by all involved. The relationship also allows the Group Controllers an avenue to influence outcomes, which can support their ability to execute their duties. Furthermore, it provides a forum where the Group Controllers can appreciate the elements of reduction, readiness, response and recovery, and how these are managed by the Coordinating Executive Group. A robust relationship at this level also achieves relationship building between senior members of the emergency services and Group Controllers.

Group Controllers meet regularly to discuss Group Controller issues and this is to be commended. Opportunities exist for greater engagement between Group and Local Controllers. A well attended Controllers forum should be given a level of priority and commitment as it will enhance both relationships and an understanding of roles and demarcation, promoting a greater resilience in terms of controller knowledge, role definition and integration. Lessons learnt from recent activations could be used in Group-wide Controller forums to enhance the capability of the Group in this function.

### **Recommendations – Urgent Priority**

- That the Coordinating Executive Group encourages all Group and Local Controller role holders to

undertake the MCDEM Controllers course.

- That Coordinating Executive Group emphasises the importance of consistent attendance at Group-led Controller training to territorial authorities and role holders.
- That Coordinating Executive Group considers a Development Needs Analysis to assist the Group in determining an appropriate process for the selection/appointment and review of Controllers.

### Recommendations – High Priority

- That the collective of Group Controllers determines a schedule of meetings/training with Local Controllers to provide both up-skilling and relationship-building opportunities.

### Welfare

The Welfare Advisory Group is led from the office of the Regional Commissioner for the Ministry of Social Development, and the Regional Commissioner now holds the Chair role. This position was vacant at the time of the interviews.

The Welfare Advisory Group consists of representation from various appropriate agencies, with the majority of those agencies not being consistently represented (i.e. not continuous attendance by the same representative). All members demonstrate clear subject matter expertise and engagement. Dissemination of information back down through agency reporting structures is, in most cases, not coherent and consistent. This is perhaps a reflection of the Welfare Advisory Group not understanding its role and responsibilities.

The Chair of the Welfare Advisory Group ensures the Welfare Advisory Group can support an effective coordinated and integrated regional welfare response by the territorial authorities. Local welfare manager appointments are adhoc, inconsistent and not well supported at either the local or Group level.

The Coordinating Executive Group does not execute formal oversight of the function or responsibilities of the Welfare Advisory Group although the Chair of the Regional Welfare Advisory Group is now a co-opted to the Coordinating Executive Group.

### Recommendations – Urgent Priority

- That the Coordinating Executive Group executes formal oversight of the Welfare Advisory Group, and ensures direction to the Welfare Advisory Group.
- That the Coordinating Executive Group encourages all territorial authorities to formally establish Local Welfare Committees (using the Director's Guideline [DGL11/10]), and develop Local Welfare Plans.

### Recommendations – High Priority

- That the Coordinating Executive Group considers the development of a welfare work programme that will strengthen local and regional links, and build capability for the local management of welfare (including assessments of local arrangements, welfare staffing and training).
- The Coordinating Executive Group develops a system for oversight of the current or proposed work/project arrangements of the Welfare Advisory Group with a report back to the



**Coordinating Executive Group.**

- That the Coordinating Executive Group ensures new Welfare Advisory Group representatives, are provided with an induction.
- That Welfare Advisory Group members establish links with their national counterparts within their own organisations, thereby gaining an understanding of the National Welfare Coordination Group roles and functions and how they relate to the functions of the Welfare Advisory Group, Local Welfare Committees and local delivery of welfare.

**Recommendation – Medium Priority**

- That upon the completion of the Wellington CDEM second generation CDEM Group Plan, that the Coordinating Executive Group instigates a review of the Group Welfare Plan.

**Lifelines**

There are two Lifelines groups within the Wellington CDEM area, being the Wellington Lifelines Group and Wairarapa Engineering Lifelines Association. It is unanimously agreed that having two separate groups is appropriate and that there is consistent liaison between the two. Territorial authorities and commercial utility operators are generally consistently represented at both meetings.

In recognition of the disconnect between Coordinating Executive Group and the Lifelines groups a member of the Wellington Lifelines Group has recently (October 2010) been co-opted to represent the Wellington Lifelines Group as a member of the Coordinating Executive Group. That member of the Wellington Lifelines Group is also the Coordinating Executive Group representative for his Territorial Authority. The current chairman of the Wellington Lifelines Group is also a Wellington Regional Council councillor and therefore would be unable to sit as a member of Coordinating Executive Group. Wairarapa Engineering Lifelines Association's connection to Coordinating Executive Group does not appear to have been considered as part of this new arrangement.

Both groups have a history of delivering project outcomes which are relevant to the region and provide platforms from which progressive projects are launched.

The role of Lifeline Utilities Coordinator is fulfilled by external consultants who have a long history with the Wellington CDEM Group. While this is an excellent arrangement some gaps were identified in the development of this role. The first is that the Lifeline Utilities Coordinator has often not been advised of unfolding events, meaning the Coordinator and other lifelines personnel are not up to speed when asked for advice or are required to coordinate responses. This could be rectified by the inclusion of relevant lifelines personnel in any early warning of events (especially those involving utility failure) so that they can monitor the situation as others are doing.

The second issue is the lack of specialist (lifeline utilities coordination) support staff in the Group Emergency Coordination Centre, which results in the need to continually train staff to be able to help. While there is a policy of non-specialisation/staff rotation in the Group Emergency Coordination Centre, lifelines is an area that requires specialist knowledge, and consideration should be given to small pool of staff who are trained to a more advanced level (of lifelines awareness and procedures) so that there are efficiencies in training, and they are able to assist immediately in an event.

The Lifelines groups have a solid foundation and are delivering tangible outcomes which benefit the Wellington CDEM Group in a CDEM context. A robust relationship with the Coordinating Executive Group will assist the Lifelines groups in their effectiveness and provide Group members with tools to assist their resilience.

**Recommendations – High Priority**

- That the Lifeline Utilities Coordinator and the Group Emergency Management Office Manager re-examine the Group Emergency Coordination Centre lifelines coordination procedures and staffing to ensure that there is adequate trained staff to support lifelines coordination, and best use of time in a training context is achieved.
- That the Wellington Lifelines Group and Wairarapa Engineering Lifelines Association determine how both entities can be best be represented on Coordinating Executive Group and subsequently how advice to, and information flow from the Coordinating Executive Group will be achieved.

**Emergency Services Coordination Committee**

The Wellington CDEM Group has both Emergency Services Coordination Committees and a Regional Interagency Liaison Committee.

The Emergency Services Coordinating Committees are operational committees that meet locally in Porirua, Hutt Valley, Wairarapa and Wellington. The Regional Interagency Liaison Committee is more strategically focused with a higher level of engagement by the agencies involved, and was formed following an identified risk during 2002 (New Zealand Open Golf Championship), that required more integration.

This regional committee is one of very few, if any regional interagency committees throughout the country. The meeting includes agencies such as New Zealand Police, who chair the committee, New Zealand Fire Service, Ambulance, district health boards and public health services, Ministry of Civil Defence & Emergency Management, CDEM Officers, and the Group Emergency Management Office Manager. The meeting consists of planning discussions and a regular table-top exercise. The strength of this construct is that the Interagency Liaison Committee is able to provide direction to local Emergency Services Coordinating Committees ensuring consistency of response principles and consistent local decision making.

The local committees and the regional committee are attended by the same member of the Police to ensure there is oversight of both of the committees.

The Coordinating Executive Group does not have any strategic oversight of the function or outcomes from this multi agency responder forum and the Interagency Liaison Committee is not deliberately accessed by Coordinating Executive Group as a group of subject matter experts regarding readiness and response functions.

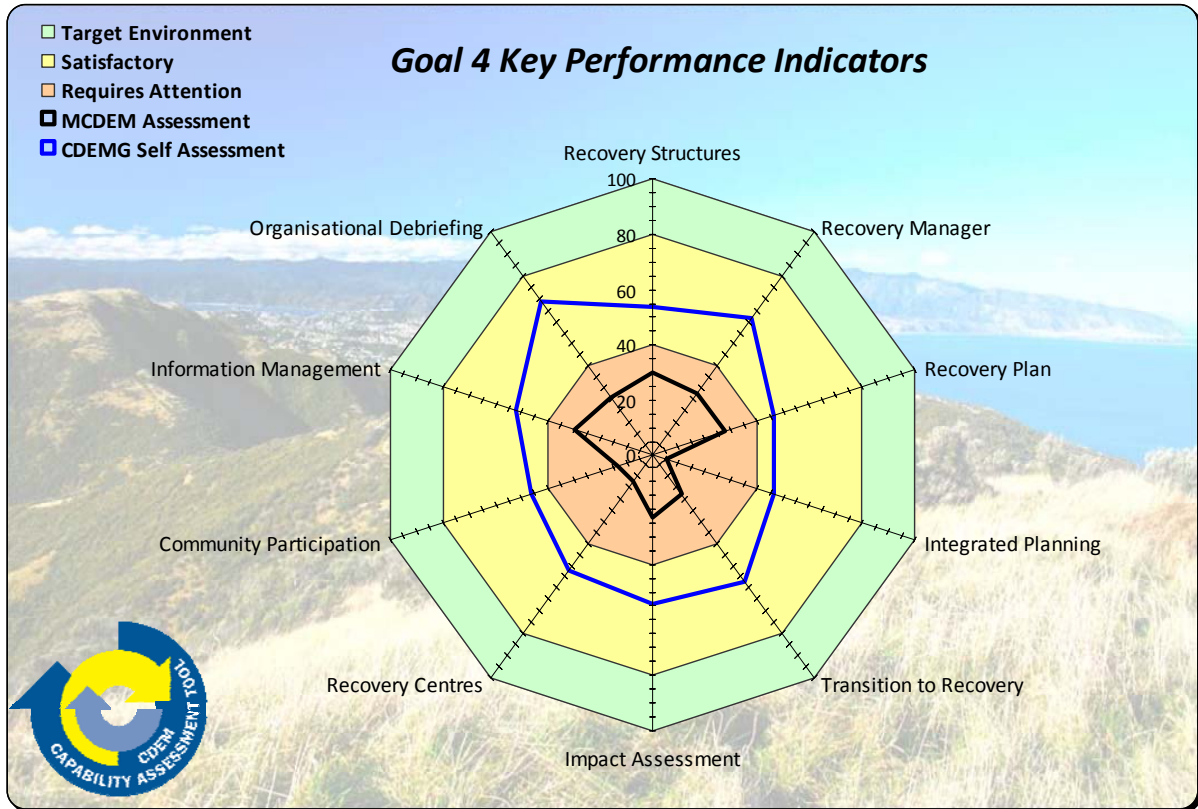
**Recommendation – Urgent Priority**

- That the Coordinating Executive Group examines its relationship with the Interagency Liaison Group with a view to ensuring a deliberate cognisance of the role, function and expertise that the Interagency Liaison Group can contribute to the Wellington CDEM Group.

## 5.5 Goal 4

To enhance New Zealand's capability to recover from civil defence emergencies.

### Capability Assessment Tool Results for Goal 4



### Interpretation of Results

Goal 4 is the lowest scoring goal – according to both MCDEM and the CDEM Group itself.

The Group scores itself as ‘satisfactory’ across all recovery indicators, albeit mostly low in that zone.

MCDEM scores every indicator across recovery planning and management as ‘requires attention’. These scores reflect observations around recovery structures, management and planning during the Canterbury earthquake, and more recently the Queensland flooding.

These areas are discussed in more detail in the following sections.

### **Recovery Planning**

Consistent with almost all other CDEM Group monitoring and evaluation assessments completed to date, recovery is the weakest of the 4Rs for the Wellington CDEM Group, in terms of scores received from both the Group and MCDEM.

The CDEM Group has a Group Recovery Plan (July 2008 – June 2011). In interviews, Recovery managers knew that the plan exists, but few recalled its contents.

Generally it is deemed unlikely that the majority of Chief Executives and/or Mayors understand or have been briefed on the extent of resource and funding commitment that would likely be required in recovering from a 'typical' event. Recent events in Canterbury have demonstrated this point well.

Recovery is the single largest aspect of a council's core business that could potentially derail a Long Term Council Community Plan over the longer term – there is little evidence that the local authorities fully comprehend this risk.

### **Recovery Managers**

The Group has appointed a Recovery Manager, as have the majority of the Territorial Authorities. Almost all recovery managers felt that they had a poor understanding of what the role would entail, and almost none were able to apportion regular time from their day jobs to do the role justice.

For any recovery to be successful, recovery managers must have a good understanding of the economic, fiscal, societal, cultural and environmental vulnerabilities of their district and region, and have a clear understanding of the processes that will enable recovery. Additionally, strong leadership and influencing skills are essential along with the ability to manage complex situations and deal with ambiguity in fast changing environments.

Integrated training for recovery managers that includes planning and legislative aspects (e.g. Resource Management Act, Building Act, Long Term Council Community Plans, and other district and regional planning processes) is vital to the delivery of holistic management of recovery. It also provides opportunities to advocate for risk reduction activities, particularly when development decisions are being made. Recovery managers need to be able to access the policy influencing level (Joint Committee) and work with the Coordinating Executive Group to achieve holistic outcomes.

### **Recovery Exercising**

Recovery exercising is vital in keeping recovery managers current in their roles, integrating the role of recovery in the Emergency Operations Centre and practising the transition from response to recovery. It is also important that the relationships between local and Group recovery managers are exercised so that role definition is clearly understood prior to an event.

Although recovery has been notionally exercised during *Exercise Phoenix*, it was poorly attended and was generally deemed not to have met objectives. Similarly combined controller and recovery manager training is scheduled by the Group, but attendance by recovery managers is poor – perpetuating the low understanding of recovery.

### **Learning from Recovery**

Following the recent earthquake in Canterbury, it is even more apparent that there is a need to learn from recovery, or feed lessons from recovery back into risk reduction, readiness and response planning.

Many people interviewed could cite the impacts of events, but there was little evidence of those issues being incorporated into land-use or urban planning, or other risk management processes within councils. While this is a complicated and difficult area, active incorporation of 'lessons identified' from events into other areas of organisations' operations could pay dividends for the future resilience of the region.

**Recommendations – Urgent Priority**

- That the Coordinating Executive Group ensures that Chief Executives and Mayors understand the full extent of resourcing and funding which may be required for recovery after events.
- That the Coordinating Executive Group determines its ongoing relationship with the Group Recovery Manager with a view to establishing how the role will achieve input into decision making at a Group level.

**Recommendations – High Priority**

- That the Coordinating Executive Group instigates the development of a specific recovery managers professional development and training programme that includes how legislative process and reduction activity inform the Recovery Manager role.
- That the Group Recovery Manager (and any alternates) form a relationship with the collective of Group Controllers.

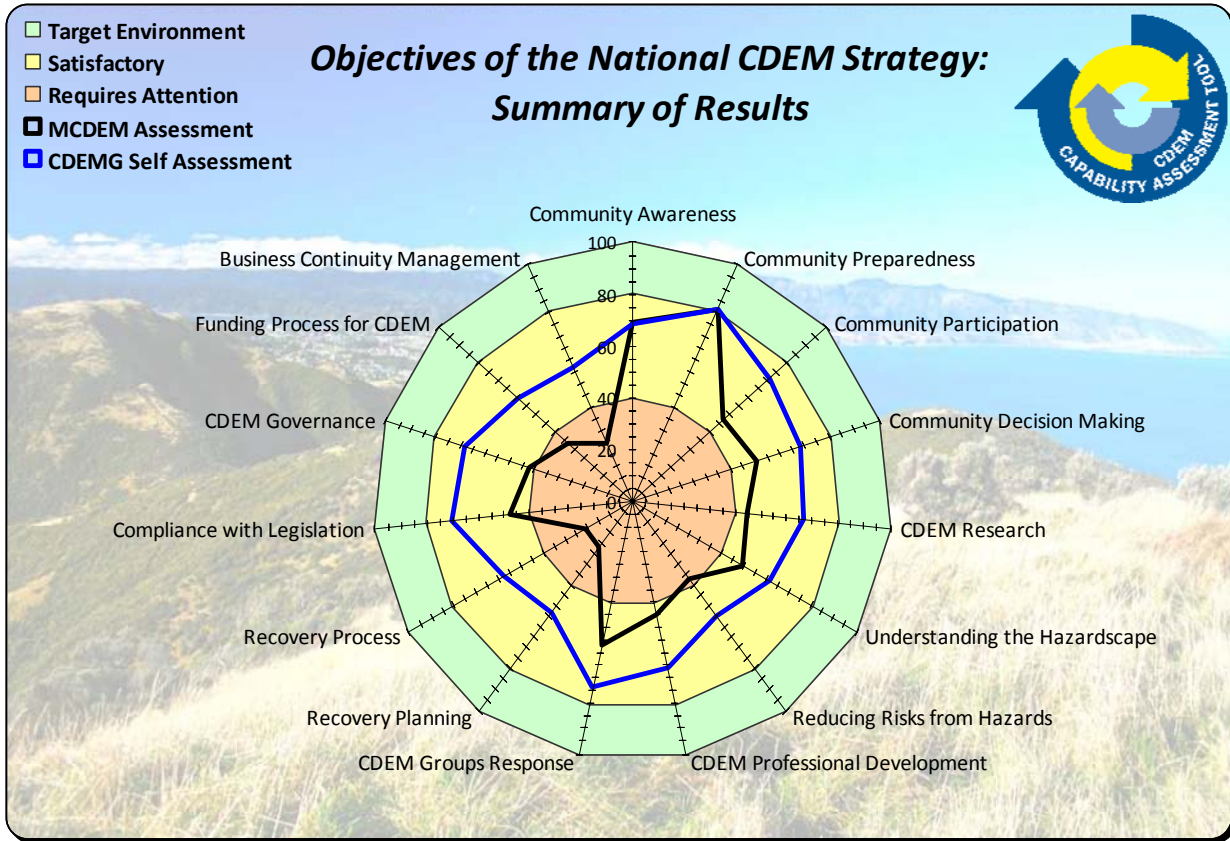
**Recommendations – Medium Priority**

- That the Coordinating Executive Group ensures that a recovery component is included in exercises held at both a local and Group level.
- That the Coordinating Executive Group considers mechanisms for actively incorporating lessons identified from the response to and recovery from events back into risk reduction activities.

## Summary of Results

This section presents the overall CDEM Capability Assessment Tool results (by spider diagram and table of scores) for the [Region] CDEM Group, by goals/objectives of the National CDEM Strategy.

### CDEM Capability Assessment Tool – Summary Diagram



### Interpretation of Summary Results

The overall spider diagram reveals the Wellington CDEM Group is reasonably satisfied with their capability in most areas of CDEM. Scores dip slightly in the areas of understanding of hazard-risk, reducing risks, and business continuity management. The Group counts strengths as community awareness, preparedness and participation, CDEM Group response, compliance with legislation, and governance.

MCDEM's scores of the Group typically average 10 - 20% lower than the Group's self-assessment scores, although they agree mostly on the relative strengths and weaknesses. MCDEM agrees that community preparedness (i.e. efforts to enhance preparedness) is a strength for the Wellington Group. MCDEM has serious concerns, however, in the areas of reducing risks from hazards, recovery planning and process, governance, funding, and business continuity management.

The results by goal (see table below), show that Goals 1 and 3 are the highest performing areas of the Group, while Goals 2 and 4 and Enabler 1 could be areas for improvement.

The overall scores (65.2% Group self-assessment, 44.2% MCDEM assessment) fall in the 'satisfactory' zone, but there are clearly important improvements and gains to be made in the future.






**TABLE 3: SUMMARY OF RESULTS FOR THE WELLINGTON CDEM GROUP**

<b>Results for Goal 1</b>		<b>MCDEM Assessment</b>				<b>CDEMG Self Assessment</b>			
		Score	Ratio	Weight	Wt Sc	Score	Ratio	Weight	Wt Sc
G1A	Increase the level of community awareness and understanding of the risks from hazards	69.0	40.0%	40.0%	27.6	68.2	40.0%	40.0%	27.3
G1B	Improve individual and community preparedness	80.5	20.0%	20.0%	16.1	80.6	20.0%	20.0%	16.1
G1C	Improve community participation in CDEM	47.1	10.0%	10.0%	4.7	70.8	10.0%	10.0%	7.1
G1D	Encourage and enable wider community participation in hazard risk management decisions	50.0	30.0%	30.0%	15.0	67.4	30.0%	30.0%	20.2
<b>Results for Goal 2</b>		<b>MCDEM Assessment</b>				<b>CDEMG Self Assessment</b>			
		Score	Ratio	Weight	Wt Sc	Score	Ratio	Weight	Wt Sc
G2A	Improve the coordination, promotion and accessibility of CDEM research	44.2	10.0%	12.5%	5.5	66.3	10.0%	12.5%	8.3
G2B	Develop a comprehensive understanding of New Zealand's hazardscape	49.0	35.0%	43.8%	21.4	60.9	35.0%	43.8%	26.6
G2C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels	36.7	35.0%	43.8%	16.0	54.6	35.0%	43.8%	23.9
G2D	Improve the coordination of government policy relevant to CDEM		20.0%	0.0%	0.0		20.0%	0.0%	
<b>Results for Goal 3</b>		<b>MCDEM Assessment</b>				<b>CDEMG Self Assessment</b>			
		Score	Ratio	Weight	Wt Sc	Score	Ratio	Weight	Wt Sc
G3A	Promote continuing and coordinated professional development in CDEM	44.7	5.0%	14.3%	6.4	65.5	5.0%	14.3%	9.4
G3B	Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies	56.5	30.0%	85.7%	48.4	73.1	30.0%	85.7%	62.7
G3C	Enhance the ability of emergency services to prepare for and manage civil defence emergencies		16.3%	0.0%			16.3%	0.0%	
G3D	Enhance the ability of lifeline utilities to prepare for and manage civil defence emergencies		16.3%	0.0%			16.3%	0.0%	
G3E	Enhance the ability of government agencies to prepare for and manage civil defence emergencies		16.3%	0.0%			16.3%	0.0%	
G3F	Improve the ability of government to manage an event of national significance		16.3%	0.0%			16.3%	0.0%	
<b>Results for Goal 4</b>		<b>MCDEM Assessment</b>				<b>CDEMG Self Assessment</b>			
		Score	Ratio	Weight	Wt Sc	Score	Ratio	Weight	Wt Sc
G4A	Implement effective recovery planning activities	21.6	50.0%	50.0%	10.8	52.9	50.0%	50.0%	26.5
G4B	Enhance the ability of agencies to manage the recovery process	20.8	50.0%	50.0%	10.4	57.2	50.0%	50.0%	28.6
<b>Results for Enabler 1</b>		<b>MCDEM Assessment</b>				<b>CDEMG Self Assessment</b>			
		Score	Ratio	Weight	Wt Sc	Score	Ratio	Weight	Wt Sc
E1A	Comply with relevant legislative frameworks	47.2	5.0%	5.0%	2.4	69.9	5.0%	5.0%	3.5
E1B	Implement effective organisational structures for CDEM	41.5	50.0%	50.0%	20.8	67.9	50.0%	50.0%	33.9
E1C	Ensure agencies have funding for civil defence emergency management	33.3	20.0%	20.0%	6.7	59.1	20.0%	20.0%	11.8
E1D	Ensure agencies are able to function to the fullest possible extent during and after an emergency	24.2	25.0%	25.0%	6.0	56.7	25.0%	25.0%	14.2
<b>RESULTS BY GOAL</b>		<b>MCDEM Assessment</b>				<b>CDEMG Self Assessment</b>			
		Score	Ratio	Weight	Wt Sc	Score	Ratio	Weight	Wt Sc
Goal 1	To increase community awareness, understanding, preparedness and participation in civil defence emergency management	63.4	13.3%	13.3%	8.5	70.7	13.3%	13.3%	9.4
Goal 2	To reduce the risks from hazards to New Zealand	43.0	13.3%	13.3%	5.7	58.8	13.3%	13.3%	7.8
Goal 3	To enhance New Zealand's capability to manage civil defence emergencies	54.8	30.0%	30.0%	16.4	72.0	30.0%	30.0%	21.6
Goal 4	To enhance New Zealand's capability to recover from civil defence emergencies	21.2	13.3%	13.3%	2.8	55.1	13.3%	13.3%	7.3
Enabler 1	To ensure all agencies have the structures and authorities to be able to reduce risks, be ready for, respond to and recover from civil defence emergencies	35.8	30.0%	30.0%	10.7	63.4	30.0%	30.0%	19.0
<b>OVERALL SCORE</b>		<b>44.2</b>				<b>65.2</b>			

**KEY**

<b>Score</b>	The 'raw' score, in percentage, for this objective/goal
<b>Ratio</b>	The weighting given to this objective/goal - before scoring has taken place
<b>Weight</b>	The weighting given to this objective/goal - after scoring, and taking any N/A answers/sections into account
<b>Wt Sc</b>	The weighted score (that will contribute to any higher level scoring) - score x weight

	Target Environment
	Satisfactory
	Requires Attention





## Annex 1: List of Key Performance Indicators

### CDEM Capability Assessment Tool

#	Goal	#	Objective	#	Key Performance Indicators
G1	To increase community awareness, understanding, preparedness and participation in civil defence emergency management	A	Increase the level of community awareness and understanding of the risks from hazards	1	Public education programme on hazards and risks is planned, coordinated and given priority by the organisation
				2	Awareness-building opportunities are proactively pursued
				3	Public information management is planned, coordinated and given priority by the organisation
				4	Public information manager is appointed and resourced to be able to do the job
		B	Improve individual and community preparedness	1	The preparedness message is disseminated using multiple methods
				2	Levels of community resilience are monitored
		C	Improve community participation in CDEM	1	Volunteer participation in CDEM is supported and encouraged
				2	Community organisations' CDEM initiatives are supported and encouraged
		D	Encourage and enable wider community participation in hazard risk management decisions	1	Information on hazards and risks is readily available to the public
				2	Community input on hazard risk management is sought, and 'acceptable levels of risk' defined
				3	CDEM planning is integrated with other community-focused planning
		G2	To reduce the risks from hazards to New Zealand	A	Improve the coordination, promotion and accessibility of CDEM research
2	CDEM research is assessed and analysed				
3	CDEM research is applied				
4	Technical advisory groups are utilised				
B	Develop a comprehensive understanding of New Zealand's hazardscape			1	Hazards, vulnerabilities and risks are identified and documented
				2	Level of risk is determined in the context of existing controls
				3	Risks are evaluated in the context of community goals, and priorities for treatment established
				4	Hazards, vulnerabilities and risks are monitored on an ongoing basis
				5	Approach to risk is coordinated within the wider organisation, and between organisations
C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels			1	Guiding principles for risk reduction are established
				2	Viable risk reduction options are identified and evaluated
				3	Implementation of risk reduction programmes is inclusive, coordinated, and monitored for progress and effectiveness
				4	Business, household and individual risk reduction is encouraged

#	Goal	#	Objective	#	Key Performance Indicators
G3	To enhance New Zealand's capability to manage civil defence emergencies	A	Promote continuing and coordinated professional development in CDEM	1	Professional development strategy and programmes are developed according to organisational needs
				2	Professional development programmes are comprehensively implemented and evaluated
				3	Exercising is effective in improving capability
				4	Exercising is integrated across organisations and levels
		B	Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies	1a	CDEM Group Plan provides the platform for comprehensive, coordinated CDEM across its area
				1b	Planning is integrated and aligned across the CDEM Group
				1c	[LOCAL AUTHORITY ONLY] A plan is in place that outlines arrangements for civil defence emergency management
				1d	[LOCAL AUTHORITY ONLY] CDEM planning is integrated and aligned across agencies
				2	CDEM Group member agencies work together cooperatively and collaboratively
				3	CDEM Groups work together cooperatively and collaboratively
				4a	Emergency operating centres (Emergency Operations Centre/ECC) have appropriate facilities
				4b	Emergency operating centres (Emergency Operations Centre/ECC) are staffed adequately
				4c	Emergency operating centres (Emergency Operations Centre/ECC) are resourced and operated efficiently
				5	Warning systems are in place and are maintained and effective
				6	Communication with partner agencies is able to be maintained in an emergency
				7	Controllers are able to provide effective leadership
				8a	Critical resources can be sourced rapidly in response to an emergency
				8b	Logistics processes are in place to manage resources effectively in an emergency
				9a	Group welfare planning is comprehensive and coordinated
9b	[LOCAL AUTHORITY ONLY] Local welfare planning is comprehensive and coordinated				
9c	[LOCAL AUTHORITY ONLY] Welfare is able to be provided to affected communities in a timely, effective manner				
10	Lifeline utilities are coordinated in response				

#	Goal	#	Objective	#	Key Performance Indicators
G4	To enhance New Zealand's capability to recover from civil defence emergencies	A	Implement effective recovery planning activities	1	Structures, roles and responsibilities for recovery are pre-determined and documented
				2	Recovery Managers are identified, trained, supported and ready to perform the role
				3	Recovery Plan outlines arrangements for holistic recovery management
				4	Recovery planning is integrated with risk reduction and other community planning
				5	Arrangements for the transition from response to recovery are pre-defined
		B	Enhance the ability of agencies to manage the recovery process	1	Impact assessments are conducted before, during and after events in order to inform recovery planning and management
				2	[LOCAL AUTHORITY ONLY] Plans and procedures for establishing a recovery centre or 'one-stop shop' are in place
				3	[LOCAL AUTHORITY ONLY] The community is an integral part of recovery planning and management
				4	Information management systems are effective in supporting recovery management

				5	Processes for learning from emergencies are embedded in the organisation
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#	Goal	#	Objective	#	Key Performance Indicators
E1	To ensure all agencies have the structures and authorities to be able to reduce risks, be ready for, respond to and recover from civil defence emergencies	A	Comply with relevant legislative frameworks	1	Compliance and promotion of the CDEM Act
				2	Compliance with other relevant legislation
		B	Implement effective organisational structures for CDEM	1	CDEM Group Joint Committee includes appropriate level representation and has formalised procedures
				2	Coordinating Executive Group includes appropriate level representation and has formalised procedures
				3	CDEM Group governance structures are effective in managing CDEM and meeting agreed objectives
				4a	CDEM Group work programmes are planned, monitored, and effective in achieving CDEM objectives
		4b	[LOCAL AUTHORITY ONLY] Local authority work programmes are planned, monitored, and effective in achieving CDEM objectives		
		C	Ensure agencies have funding for civil defence emergency management	1	Funding arrangements are transparent and accounted for
				2	Mechanisms are in place to be able to source emergency funding
				3	Hazard reduction funding has transparent funding formulas and is prioritised to risk
		D	Ensure agencies are able to function to the fullest possible extent during and after an emergency	1	Business Continuity Management programme is formalised and has high-level commitment
				2	Critical business functions and processes, and potential impacts on them are defined
				3	Strategies and principles for business continuity are determined
4	BCM arrangements are developed and implemented				
5	BCM arrangements are exercised, maintained and reviewed				
6	BCM is embedded in the organisation's culture				

## Annex 2: Structure and Process of a CDEM Group

