



Hawke's Bay

Civil Defence Emergency Management

Capability Assessment Report

August 2010



Te Rākau
Whakamarumaru

Ministry of Civil Defence
& Emergency Management

Contents

Executive Summary	5
Summary of Recommendations by Subject	7
Goal 1	7
Goal 2	8
Goal 3	8
Goal 4	11
Enabler 1	12
1 Introduction	15
1.1 Background to CDEM Monitoring and Evaluation	15
1.2 Process for Evaluation	16
2 Regional Context	19
2.1 Geography	19
2.2 Population	19
2.3 Economy	19
2.4 Hazard Profile	20
3 Civil Defence Emergency Management Context	21
3.1 Civil Defence Strategic and Operational Structure	21
4 Results	22
4.1 Structure of Results	22
4.2 Format of Results	22
5 Discussion, Evaluation and Recommendations	24
5.1 Goal 1	24
Capability Assessment Tool Results for Goal 1	24
Interpretation of Results	24
Public Education	25
Public Information Management	26
Community Resilience	27
Volunteers	28
Integrated CDEM Planning	29
Goal 2	31
Capability Assessment Tool Results for Goal 2	31
Interpretation of Results	31
Understanding the Hazardscape	32
Hazard Risk Monitoring	32
Risk Analysis	32
Integrated Approaches to Risk Reduction	33
5.2 Goal 3	35
Capability Assessment Tool Results for Goal 3	35
Interpretation of Results	35
Professional Development	36
Training Programme	36
Exercises	37
CDEM Group Plan	38
Response	39

Communications and Warning Systems	40
Emergency Operating Centres	40
Group Emergency Operations Centre	41
Emergency Services	42
Controllers	43
Welfare	44
Lifelines	46
5.3 Goal 4	49
Capability Assessment Tool Results for Goal 4	49
Interpretation of Results	49
Recovery	50
Recovery Managers	50
Recovery Exercising	50
Learning from Recovery	51
5.4 Enabler 1	52
Capability Assessment Tool Results for Enabler 1	52
Interpretation of Results	52
Group Organisational Structures	53
Culture	54
Joint Committee	54
Coordinating Executive Group	56
Group Emergency Management Office	58
CDEM Work Programmes	59
Group Funding	60
Business Continuity Management	61
5.5 Summary of Results	62
CDEM Capability Assessment Tool – Summary Diagram	62
Interpretation of Summary Results	62
6 Conclusions	64
Annex 1: List of Key Performance Indicators	65

Executive Summary

This report presents the results of a capability assessment of the Hawke's Bay CDEM Group undertaken in May and June 2010. To complement the quantitative information obtained using the CDEM Capability Assessment Tool, a number of key personnel from the Hawke's Bay CDEM Group were interviewed. The feedback from the interviews was combined with the assessments and a review of documentation to provide an assessment of the Group's current state and formed the basis for the assessment team to make a range of observations and recommendations aimed to enhance the Group's performance.

The evaluation has revealed the Hawke's Bay Group to be capable in most areas of CDEM but the assessment has identified some key areas generally related to governance of the Group that warrant review and improvements. Without implementing improvements the Group will continue to meander. There is a general level of confidence in the Group's ability to respond to events of short duration and a localised nature, and there are some functions that the Group is doing very well. Notable among these are hazard risk management which is an area of strength for the Group having undertaken significant research of the potential impacts of hazards and risks in the region and the robust relationships that have been established with the science and research community. Public Information Management, and in particular the Inter Agency Communications group (Intercom), is also recognised as a strength in the region.

The assessment indicates that the performance of the Group could be enhanced through the development of a better understanding and definition of the CDEM Group's roles, responsibilities and structures. This is seen as a key task for the executive level of the Group, the Group Joint Committee and the Coordinating Executive Group. It was observed that there is a general willingness to improve, develop, and work together to improve the delivery of CDEM in Hawke's Bay but for many reasons neither the Joint Committee nor the Coordinating Executive Group has been seen to take the initiative or the lead. It was noted that the Group has undertaken a number of reviews over the past few years covering most aspects of CDEM functions within the Group. Many of the recommendations made in this assessment have already been raised by earlier reviews but do not appear to have been implemented.

The report indicates the key areas the Group should focus its attention on are leadership, the organisational culture, clarification of roles and responsibilities and clarification of the role and structure of the Group Emergency Management Office. Of these it is judged leadership is paramount as that will provide direction and priorities and ultimately imbue an effective organisational culture for the structures, identities and arrangements through which CDEM is delivered in Hawke's Bay.

The report contains recommendations for areas of improvement, as well as recommendations designed to increase general capability and capacity in CDEM in the region. The recommendations are grouped in three categories of urgent, high and medium priorities. Urgent priority recommendations will enable the Group to undertake preliminary actions that will facilitate the implementation of high and medium priority recommendations. High priority recommendations will require the involvement of the Joint Committee and/or Coordinating Executive Group to provide development and direction. These will help with the implementation of the medium priority recommendations that will enhance outputs, or are not considered time critical.

Hawke's Bay CDEM Group participants in the evaluation are to be commended for their forthrightness and their honesty in their contributions to the capability assessment. They were observed to have considerable commitment to CDEM in their communities and without the willingness displayed, it would be impossible to identify the areas which are believed to require attention.

The Hawke's Bay CDEM Group has made some advances over the past few years but overall the evaluation has revealed a consistent view that things are not working as they should, and that the Hawke's Bay Group can do better. The forthcoming review of the CDEM Group Plan (the 2GP) provides

the Group the opportunity to revisit and revise the strategic direction for the Group, to ensure appropriate structures and governance arrangements are articulated, and show that resources available are aligned to the objectives and a programme of work that promotes the delivery of an enhanced level of CDEM to the community.

Summary of Recommendations by Subject

Goal	Subject	Recommendation
Goal 1 To increase community awareness, understanding, preparedness and participation in civil defence emergency management	Public Education – Medium Priority	That the CDEM Group member websites be reviewed, updated and integrated to ensure consistency in meeting the needs of Hawke's Bay communities to make best use of the internet as a public education resource. That the Group Communication Strategy and associated budget be reported to the Coordinating Executive Group to allow for clarity, direction and understanding of spending on public education.
	Public Information Management – Medium Priority	That the Inter Agency Communications group (Intercom) consider formalising processes for Public Information Manager activation, communications during events, media statement releases and wider access to media contacts. That the Coordinating Executive Group identify Public Information Managers for whom business as usual work is not public information management related and provide the required mechanisms for support, with particular emphasis on recognition of business as usual conflicts, planning needs, network/relationship building, and contact lists.
	Community Resilience – Urgent Priority	That the Coordinating Executive Group determines the priority for community response planning as a methodology for promoting community resilience in the Hawke's Bay region, and ensures there are sufficient resources to achieve this priority.
	Community Resilience – High Priority	That the Coordinating Executive Group liaises with other agencies to provide an integrated approach to the delivery of projects across all CDEM Group members to maximise effectiveness of existing programmes of work across sectors (e.g. community development, social vulnerability analysis, sustainable development initiatives). That the Coordinating Executive Group examines the notion of acceptable risk and determines a range of mechanisms for the Group to engage with affected communities to identify acceptable risk levels and integrate community aspirations into local planning.
	Volunteers – Medium Priority	That the Coordinating Executive Group gain a clearer understanding of volunteering and determine the need for volunteers in a CDEM context in the Hawke's Bay region; developing a strategy to ensure the recruitment, training and retention of them. That the Coordinating Executive Group researches national, regional, and other local well established initiatives, resources and support mechanisms with regard to volunteering, and learn from/adopt these.
	Integrated Planning – Urgent 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, and community development plans).

Goal	Subject	Recommendation
<p>Goal 2</p> <p>To reduce the risks from hazards to New Zealand</p>	<p>Hazards and Risks – High Priority</p>	<p>That the Hawke's Bay CDEM Group establishes a regional hazard risk management forum or risk reduction planning group to:</p> <ul style="list-style-type: none"> ○ coordinate and integrate planning and strategy development for hazard risk reduction across member functions ○ coordinate hazard, risk and social research (across jurisdictional boundaries) so that information gathering is more effective and efficient ○ share information among Group members and partners in support of a shared approach to risk management ○ develop strategies for communication of risk with partners and communities

Goal	Subject	Recommendation
<p>Goal 3</p> <p>To enhance New Zealand's capability to manage civil defence emergencies</p>	<p>Professional Development – High Priority</p>	<p>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 training is required by the staff in the Hawke's Bay CDEM Group with a view to implementation of a Group training plan which is resourced and budgeted for appropriately, and consistent across the Group.</p> <p>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.</p> <p>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.</p>
	<p>Training Programme – High Priority</p>	<p>That the Coordinating Executive Group consider formalising the reporting process of the Chair of the Training Advisory Group to improve Coordinating Executive Group visibility of training capability, and a more coherent integration of Coordinating Executive Group direction back to the Training Advisory Group.</p> <p>That the Coordinating Executive Group support 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.</p>
	<p>Training and Professional Development Programme – Medium Priority</p>	<p>That alternative types of training (such as eLearning, mentoring, distance learning) are investigated to relieve the time and cost pressure on territorial authorities, where possible.</p> <p>The Coordinating Executive Group develop a system for oversight of the current or proposed work/project arrangements of the Training Advisory Group with a report back to the Coordinating Executive Group.</p>
	<p>Exercises – High Priority</p>	<p>That the Coordinating Executive Group considers the development of a Group-wide 'smart' exercise programme, coordinated with training and professional development programmes, that includes:</p> <ul style="list-style-type: none"> ○ A region-wide needs analysis, and rationale for functions to be exercised, and

		<ul style="list-style-type: none"> ○ Options for different types and levels of exercising. <p>That the Coordinating Executive Group develops and implements a coherent process for determining, aligning, implementing and embedding outcomes relating to exercising across the Group.</p> <p>That the Coordinating Executive Group develops a mechanism to provide oversight of exercises at a strategic level.</p>
	CDEM Group Plan – Urgent Priority	<p>That the Joint Committee engage in the early development of the second generation CDEM Group Plan to ensure that the strategic direction of the Hawke's Bay Group determines the CDEM Group Plan's further development.</p> <p>That the Coordinating Executive Group lead the process and determine a mechanism to ensure engaged participation by wider Group members in the formulation of the second generation CDEM Group Plan.</p>
	Response – Urgent Priority	<p>That the Coordinating Executive Group develop and implement a consistent set of multi-agency response principles for the Group.</p> <p>That the Coordinating Executive Group determines the implementation and embedding of the E-Sponder Emergency Management Information System</p>
	Emergency Operations Centres – High Priority	<p>That the Coordinating Executive Group reviews the current capacity of the current Emergency Operating Centre facilities within the Hawke's Bay CDEM Group, to determine whether they are fit for purpose.</p>
	Group Emergency Operations Centre – Urgent Priority	<p>That the Coordinating Executive Group ensures that the role of the Group Emergency Operations Centre during an activation (and monitoring) phase be identified, agreed, practiced and adhered to, including a communication plan between Emergency Operations Centres and Group Emergency Operations Centre, especially during set up and close down phases.</p> <p>That the Coordinating Executive Group finalises the organisational chart, job descriptions and staff for specific roles for the Group Emergency Operations Centre.</p>
	Group Emergency Operations Centre – Medium Priority	<p>That the Coordinating Executive Group considers renaming the Group Emergency Operations Centre (GEOC) to Group Emergency Coordination Centre (GECC) to further clarify the centres function and purpose.</p>
	Emergency Services – High Priority	<p>That the Coordinating Executive Group assists the individual emergency services organisations within the Hawke's Bay CDEM Group in clarifying their individual roles and responsibilities, and those of member organisations within the Hawke's Bay CDEM Group.</p> <p>That the Coordinating Executive Group ensure clear guidelines exist around the individual functions of the emergency services during an event, especially when the Group Emergency Operations Centre is only in monitoring mode.</p>

	<p>Controllers – High Priority</p>	<p>That the Coordinating Executive Group encourage all Group and Local Controller role holders to undertake MCDEM Controller training.</p> <p>That the Group Controller and alternates meet on a regular basis to discuss issues which pertain specifically to the role of Group Controller.</p> <p>That the collective of controllers in the Group determine a schedule of meetings/training to provide both up-skilling and relationship-building opportunities.</p>
	<p>Controllers – Medium Priority</p>	<p>That the collective of Controllers consider making one of their number available to attend an event in another region in an observer capacity for experiential training.</p>
	<p>Welfare – Urgent Priority</p>	<p>That the Hawke's Bay CDEM Group review the current support arrangements for the Welfare Advisory Group chair with a view to the appointment of a Group Welfare Manager and resourcing of administrative support.</p>
	<p>Welfare – High Priority</p>	<p>That the Coordinating Executive Group consider co-opting the Chair of the Welfare Advisory Group on to the Coordinating Executive Group membership to improve Coordinating Executive Group visibility of welfare capability, and a more coherent integration of Coordinating Executive Group direction back to the Welfare Advisory Group.</p> <p>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).</p> <p>The Coordinating Executive Group develop 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.</p> <p>That upon the completion of the Hawke's Bay CDEM Group Plan, that the Coordinating Executive Group instigates a review of the Group Welfare Plan.</p> <p>That the Coordinating Executive Group encourages all territorial authorities to formally establish Local Welfare Committees (using the Director's Guideline [DGL11/10]) to build on local welfare capability) and develop Local Welfare Plans.</p>
	<p>Welfare – Medium Priority</p>	<p>That the Coordinating Executive Group ensure new Welfare Advisory Group representatives are provided with an induction.</p> <p>That the 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.</p>

	Lifelines – Urgent Priority	That the Lifelines Group review the chairmanship to ensure the incumbent has the ability to commit time and to provide the required drive and leadership.
	Lifelines – High Priority	<p>That the Coordinating Executive Group consider co-opting the Chair of the Lifelines Group on to the Coordinating Executive Group membership to improve Coordinating Executive Group visibility of lifelines capability, and a more coherent integration of Coordinating Executive Group direction back to the Lifelines Group</p> <p>The Coordinating Executive Group develop a system for oversight of the current or proposed work/project arrangements of the Lifelines Group, with a report back to the Coordinating Executive Group.</p> <p>That the Lifelines Group considers reviewing its business and project planning (and expenditure) to enable alignment to the CDEM Group Plan and projects enabling delivery of outcomes that are achievable, and can demonstrably benefit its members.</p> <p>That the Lifelines Group appoints a project manager and/or coordinator who is resourced to drive the Lifelines Group's administrative functions and work projects.</p>
	Lifelines – Medium Priority	<p>That the Coordinating Executive Group look at formally appointing a Lifelines Utility Coordinator, a dedicated and/or specifically-trained individual for coordination in response and recovery, to work in the Emergency Operations Centre reporting to the Group Controller.</p> <p>That the local authority planners and hazards managers are invited to become members of and attend meeting of the Lifelines Group in order to better reinforce the connectivity and arrangements between the utility providers and those responsible for district plans and environmental management.</p>

Goal	Subject	Recommendation
<p>Goal 4</p> <p>To enhance New Zealand's capability to recover from civil defence emergencies.</p>	Recovery - Urgent Priority	<p>That a suitably skilled¹ Group Recovery Manager, and an alternate, be appointed as a matter of priority.</p> <p>That the Coordinating Executive Group encourages all territorial authorities to identify and appoint Local Recovery Managers.</p> <p>That the Coordinating Executive Group develop a Group Recovery Plan which comprehensively reflects best practice as outlined in the Ministry of Civil Defence & Emergency Management's Director's Guideline on Recovery.</p> <p>That the Coordinating Executive Group ensure that Chief Executives and Mayors understand the full extent of resourcing and funding which may be required for recovery after events.</p>

¹ Skills and competencies required for the role of Recovery Manager can be found as part of the CDEM competency framework – Recovery Manager role map.

	Recovery - High Priority	<p>That once appointed, the Coordinating Executive Group determine 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.</p> <p>That once appointed, the Group and Local Recovery Managers meet regularly to foster greater understanding and capability amongst the regional collective of Recovery Managers.</p> <p>That the Coordinating Executive Group ensures that a recovery component is included in exercises held at both a local and group level.</p> <p>That the Coordinating Executive Group considers mechanisms for actively incorporating lessons learned from the response to and recovery from events back into risk reduction planning and activities.</p>
	Recovery - Medium Priority	<p>That the Coordinating Executive Group instigates the development of a Recovery Managers training programme that is led by the Group Recovery Manager.</p> <p>That the Group Recovery Manager (and any alternates), when appointed, form a relationship with the collective of Group Controllers, emergency management staff and relevant stakeholders.</p>

Goal	Subject	Recommendation
<p>Enabler 1</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 – Urgent Priority	<p>That the Coordinating Executive Group determines a mechanism to ensure that participants within structures supporting the Hawke's Bay CDEM Group are fully aware of how the Group is intended to function.</p> <p>That the Coordinating Executive Group examines the connectivity of the structures of the Group with a view to determining where gaps exist, and how strengthening of connectivity could be achieved.</p>
	Culture – Urgent Priority	That the Joint Committee and the Coordinating Executive Group form a working group to address the culture of the Hawke's Bay CDEM Group.
	Joint Committee – Urgent Priority	That the Coordinating Executive Group develop and implement a tailored induction training program that is provided to incoming Joint Committee members from the 2010 election, 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.
	Joint Committee – High Priority	<p>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.</p> <p>That the Coordinating Executive Group ensures the regular and ongoing clarification of roles and responsibilities for all Joint Committee representatives.</p> <p>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.</p>

	<p>Coordinating Executive Group – Urgent Priority</p>	<p>That the Coordinating Executive Group review the Terms of Reference and membership of the Coordinating Executive Group to ensure the appropriate level of representation and engagement from its members.</p> <p>That the Coordinating Executive Group develop and implement 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.</p>
	<p>Coordinating Executive Group – High Priority</p>	<p>That the Coordinating Executive Group consider forming further working groups as a mechanism to consider specific matters which need Coordinating Executive Group level focus.</p> <p>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.</p> <p>That the Coordinating Executive Group consider how, as an entity of representative individuals, it could best promote the principles of CDEM in business-as-usual activity within its individual organisations.</p> <p>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.</p> <p>That the Coordinating Executive Group ensures the regular and ongoing clarification of roles and responsibilities for all Coordinating Executive Group representatives.</p>
	<p>Group Emergency Management Office – Urgent Priority</p>	<p>That the Coordinating Executive Group establishes a clear CDEM structure for delivery of CDEM in Hawke's Bay Group Emergency Management Office.</p> <p>That the Coordinating Executive Group undertakes analysis to determine the number of full time staff required to deliver CDEM for the Hawke's Bay CDEM Group (this should include an administrative support component).</p> <p>That the Coordinating Executive Group examine the identity the Group Emergency Management Office has and determine a mechanism to ensure that Group participants understand the distinction between it and the Hawke's Bay Regional Council.</p> <p>That the Coordinating Executive Group review the reporting structure of the Group Emergency Management Office to clearly distinguish between business management and performance management.</p>
	<p>Group Work Programmes – Urgent Priority</p>	<p>That the Coordinated Executive Group undertake a prioritised, detailed analysis of the proposed second generation CDEM Group Plan to determine how the Group work programme can give effect to the desired outcomes, in a coordinated and integrated manner, and which is adequately resourced over the lifespan of the CDEM Group Plan.</p> <p>That the Coordinating Executive Group determines a mechanism to ensure that it has oversight of the development and delivery of the Group work programme</p>
	<p>Group Work Programmes – High Priority</p>	<p>That the Coordinating Executive Group determine the level of individual member authority commitment, understanding and resourcing to give effect to the stated work programme outcomes.</p>

	<p>Group Funding – High Priority</p>	<p>That the Coordinating Executive Group require the implementation of a transparent budget reporting mechanism (similar to that used by the Auckland and Bay of Plenty Groups) to be used by the Group Emergency Management Office.</p> <p>That the Coordinating Executive Group examines the issue of local-level funding with a view to identifying and addressing any cultural trends that may exist.</p>
	<p>Business Continuity Management – High Priority</p>	<p>That the Coordinating Executive Group collectively determine a priority for business continuity management and how this can best be achieved for the representative agencies across the Hawke's Bay CDEM Group in the spirit of the CDEM Act 2002.</p>

1 Introduction

This report assesses the capability of the Hawke's Bay 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

CDEM Act 2002 sets out several requirements for monitoring and evaluation, including the monitoring and evaluation of the National CDEM Strategy², National CDEM Plan³, and the performance of CDEM Groups and all agencies with responsibilities under the CDEM Act⁴. Individual CDEM Groups are also responsible for monitoring and reporting their compliance with the CDEM Act⁵. 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 organisational goals and objectives.

The CDEM Monitoring and Evaluation programme has four main objectives:

- To develop a set of nationally-consistent performance indicators and measures – a 'standard' measure of emergency management capability for New Zealand.
- 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.
- 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.
- To encourage a monitoring and evaluation culture in the CDEM sector.

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

² Section 8(2)(c), CDEM Act 2002

³ Section 8(2)(d), CDEM Act 2002

⁴ Section 8(2)(f), CDEM Act 2002

⁵ 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. This was particularly important in the case of the pilot study as the qualitative information would also provide a basis for evaluating the assessment tool itself (i.e., are the performance indicators and measures appropriate, do they identify and reflect the issues raised in interviews).

A threefold approach was therefore used to evaluate the Hawke's Bay 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 during the week 31 May to 4 June 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.

The MCDEM panel consisted of:

- **Andrew Hickey** – Regional Emergency Management Advisor, MCDEM Wellington
 - **Suzanne Vowles** – Regional Emergency Management Advisor, MCDEM Auckland
 - **Ian Wilson** – Regional Emergency Management Advisor, MCDEM Wellington
3. **Review of CDEM Group documentation** – the MCDEM panel reviewed key CDEM Group documentation, including the CDEM Group Plan.

Together these three strands of inquiry formed the evidence basis for the MCDEM panel to complete their own assessment of the Hawke's Bay 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 – go to 'For the CDEM Sector', 'CDEM Monitoring and Evaluation'.

TABLE 1: LIST OF INTERVIEWS CONDUCTED

Joint Committee Members	<p>Mayor Lawrence Yule – Hastings District Council</p> <p>Mayor Barbara Arnott – Napier City Council</p> <p>Mayor Les Probert – Wairoa District Council</p> <p>Mayor Trish Giddens – Central Hawke's Bay District Council</p> <p>Alan Dick – Chairman, Hawke's Bay Regional Council; Chair Group</p>
Coordinating Executive Group Members	<p>Peter Freeman – CEO, Wairoa District Council (& Local Controller)</p> <p>Neil Taylor – CEO, Napier City Council (& Local Controller)</p> <p>John Freeman – CEO, Central Hawke's Bay District Council (& Alternate Local Controller)</p> <p>Chris Nicoll – NZ Fire Service (& Chair Training Advisory Group, Chair HSTLC)</p> <p>Kevin Kalff (Inspector) – Area Commander Hastings Area, NZ Police</p> <p>Dean Clifford (Inspector) – Area Commander Napier Area, NZ Police</p> <p>Mike O'Leary (Inspector) – NZ Police (& Chair of the Emergency Services Coordinating Committee)</p> <p>Stephen Smith – St John</p> <p>Dr Caroline McElnay – Hawke's Bay District Health Board, Public Health</p> <p>Kevin Snee – CEO Hawke's Bay District Health Board</p> <p>Paul Baker – National Rural Fire Authority</p> <p>Annie Aranui – Ministry of Social Development (& Chair Welfare Advisory Group)</p> <p>Mike Adye – Hawke's Bay Regional Council (& Chair Engineering Lifelines Group)</p>
Group Controllers	<p>Ross McLeod – CEO, Hastings District Council (Group Controller & Coordinating Executive Group representative)</p> <p>Andrew Newman – CEO, Hawke's Bay Regional Council (Alternate Group Controller & Chair of the Coordinating Executive Group)</p> <p>Ken Foote – Hawke's Bay District Health Board (Alternate Group Controller & Coordinating Executive Group representative)</p>
Group Emergency Management Office	<p>Nigel Simpson – Hawke's Bay CDEM Group; Group Coordinator</p>
Emergency Management & Civil Defence Officers	<p>Paul Hawke – Hastings District Council</p> <p>Warren Meldrum – Hastings District Council</p> <p>Don Scott – Hastings District Council</p> <p>Sue Sowerby – Hastings District Council</p> <p>Tim Allan – Wairoa District Council</p> <p>Angela Reade – Napier City Council</p> <p>Bruce Kitto – Central Hawke's Bay District Council</p> <p>Lisa Pearse – Hawke's Bay Regional Council</p>
Local Controllers	<p>Mike Maguire – Hastings District Council</p> <p>Dennis Morgan – Hastings District Council</p> <p>Des Jane – Wairoa District Council</p> <p>Neil Cook – Wairoa District Council</p> <p>James Baty - Wairoa District Council</p> <p>Antoinette Campbell – Napier City Council</p>

	Alastair Thompson – Napier City Council Te Aroha Cook – Central Hawke's Bay District Council
Group Recovery Manager	Clive Manley
Local Recovery Manager	Ron Massey – Napier City Council
Group Public Information Manager	Drew Broadley – Hawke's Bay Regional Council (& Chair InterCom)
Local Public Information Manager	Monique Hewitt – Napier City Council
Welfare Advisory Group	Jo Lawrence – Ministry of Social Development (Coordinator of the Welfare Advisory Group) Debbie Cullen – NZ Red Cross. Helen Walker – Housing NZ
Lifelines Group	Nigel Brown – Unison Networks Denzil Duncan – Unison Networks
Hazards and Risks	Gary Clode – Hawke's Bay Regional Council
Emergency Services	Andy Sloane (Senior Sergeant) – NZ Police Allan Bamber – NZ Fire Service Sandra Bee – Hawke's Bay District Health Board Murray Mills – MoH REMA

2 Regional Context

Hawke's Bay is a region of the North Island of New Zealand situated around the body of water of the same name.

2.1 Geography

The Hawke's Bay CDEM Group area covers approximately 12,770 square kilometres of the eastern North Island, extending from north of Mahia Peninsula to just south of Porangahau. In the east, it is bounded by the Pacific Ocean and in the west by the Ruahine, Kaweka, Huiarau and Ahimanawa ranges.

The landward boundaries of Wairoa, Hastings, and Central Hawke's Bay District Councils and the seaward boundary of Hawke's Bay Regional Council constitute the boundary of Hawke's Bay CDEM Group. (Note: Napier City Council is completely surrounded on its landward boundary by Hastings District Council). The seaward boundary of the CDEM Group is the Regional Council's 12 nautical mile boundary.

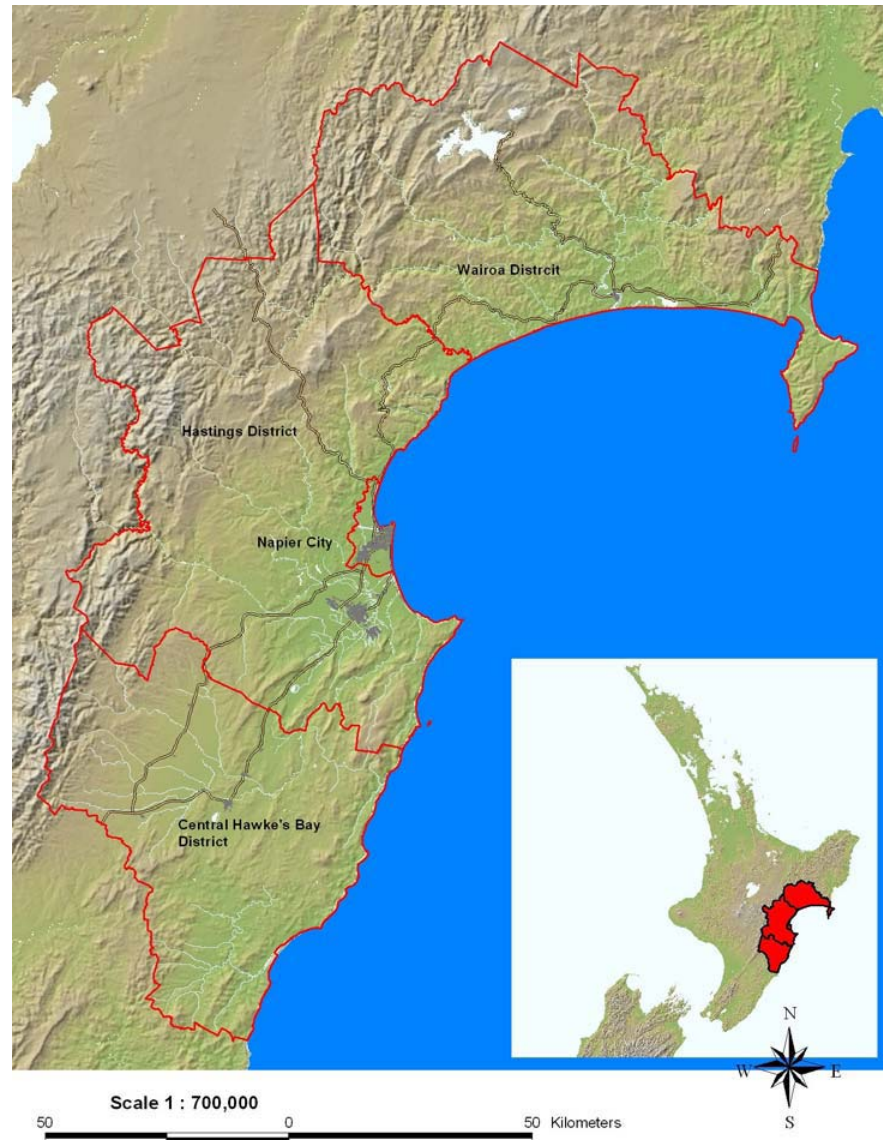
2.2 Population

In the 2006 Census the population of the Hawke's Bay was 147,783 representing around 3.7% of New Zealand's total population, the ninth-largest population in New Zealand. Between the 2001 and 2006 censuses the population growth rate was 3.4%.

As of 2006 there were 55,527 occupied dwellings, 4,755 unoccupied dwellings and 480 dwellings under construction in the Hawke's Bay region. The major population centres in the region are Napier and Hastings with other urban centres including Wairoa, Havelock North, Waipawa and Waipukurau.

2.3 Economy

The Hawke's Bay economy revolves around a wide group of industrial sectors, varying from primary industry and manufacturing through to tertiary services. There is a strong emphasis on pastoral farming and horticultural activities, including fruit growing and the wine industry.



The primary food processing industry is complemented by the forestry, wood processing, chemicals manufacturing sectors, and significant and typically entrepreneurial engineering and technology industries with much of the regions produce exported out of Port of Napier, being one of New Zealand's main ports.

The region is the retail hub of the eastern North Island, with a strong regional presence in healthcare and education sectors and a fast growing business services industry, including finance and real estate.

The growth in the wine industry, coupled with the temperate climate and abundance of outdoor and recreational opportunities in the region has provided significant growth for the region's tourism industry with over 500,000 visitors per annum.

2.4 Hazard Profile

Hawke's Bay is one of New Zealand's earthquake prone regions. The 1931 earthquake greatly affected the region, with large sections of land uplifted during this event. The coastline is subject to both distant and locally generated tsunami and, with the majority of people living on flood plains in the area, flooding remains one of the most significant risks.

The mountain ranges to the west of the region provide a sheltering effect from the predominately westerly wind flow over New Zealand, resulting in a sunny, temperate climate that is susceptible to drought. The region is also downwind from the major active volcanic zones in New Zealand.

There is a high use of agrichemicals and other hazardous substances, associated with the extensive horticultural production, food-processing industries, and cool stores in Hawke's Bay. The accidental release of any of these hazardous substances, either on site or during transportation, poses a risk. Likewise, any outbreak of pests or diseases, which threatens the horticultural sector, also poses a risk to the economic well-being of Hawke's Bay.

The following are the top 10 hazards of the Hawke's Bay region, as defined in the Hawke's Bay CDEM Group Plan:

- Earthquake (includes liquefaction)
- Human pandemic / infectious diseases
- Flooding / heavy rainfall
- Fire involving hazardous substances 1
- Electricity failure
- Pests or diseases affecting agriculture, forestry, or horticultural
- Local Tsunami
- Rural Wildfire
- Hazardous chemical incident (release of fumes)
- Coastal erosion

3 Civil Defence Emergency Management Context

The territorial authority boundaries are used to define the area that Hawke's Bay Civil Defence Emergency Management Group covers; of which the following local authorities are members:

- Wairoa District Council;
- Napier City Council;
- Hastings District Council;
- Central Hawke's Bay District Council; and
- Hawke's Bay Regional Council.

3.1 Civil Defence Strategic and Operational Structure

The operational structure for the Hawke's Bay CDEM Group reflects the need to maintain a regional coordination and localised management response capacity. This structure allows for greater coordination when emergency events become greater than can be managed at a local level or where cross boundary assistance is needed.

The Hawke's Bay CDEM Group structures consist of:

- A **Joint Committee** as the governing body responsible for all CDEM activities in the Hawke's Bay region. It consists of the Mayor from each of the territorial authorities in the Hawke's Bay CDEM Group and the chairman of the Regional Council (or alternative representatives).
- A **Coordinating Executive Group (CEG)** consisting of Chief Executives of the local authorities (or deputies), senior emergency service officers, health board representatives, Group Controllers, Commissioner Ministry of Social Development and Area Manager National Rural Fire Authority. The Coordinating Executive Group advises the CDEM Joint Committee and implements the CDEM Group Plan and any decisions of the Joint Committee.
- A **Group Emergency Management Office (GEMO)**. The office provides administrative, secretarial, accounting, technical and planning support to the CDEM Group.
- A **Group Emergency Operation Centre (GEOC)** coordinates all support for Group-wide emergency events. The Chief Executive of Hastings District Council is the Group Controller in a regional emergency. Hawke's Bay Regional Council supports the Group Controller during such an emergency.
- Hawke's Bay Regional Council is the **administering authority**.

4 Results

This section summarises the CDEM Capability Assessment Tool results comprising:

1. The MCDEM panel's assessment of the Hawke's Bay Group;
2. The collated results of the member local authorities and the Group Emergency Management Office.

4.1 Structure of Results

Results are presented in sections aligned to each of 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.

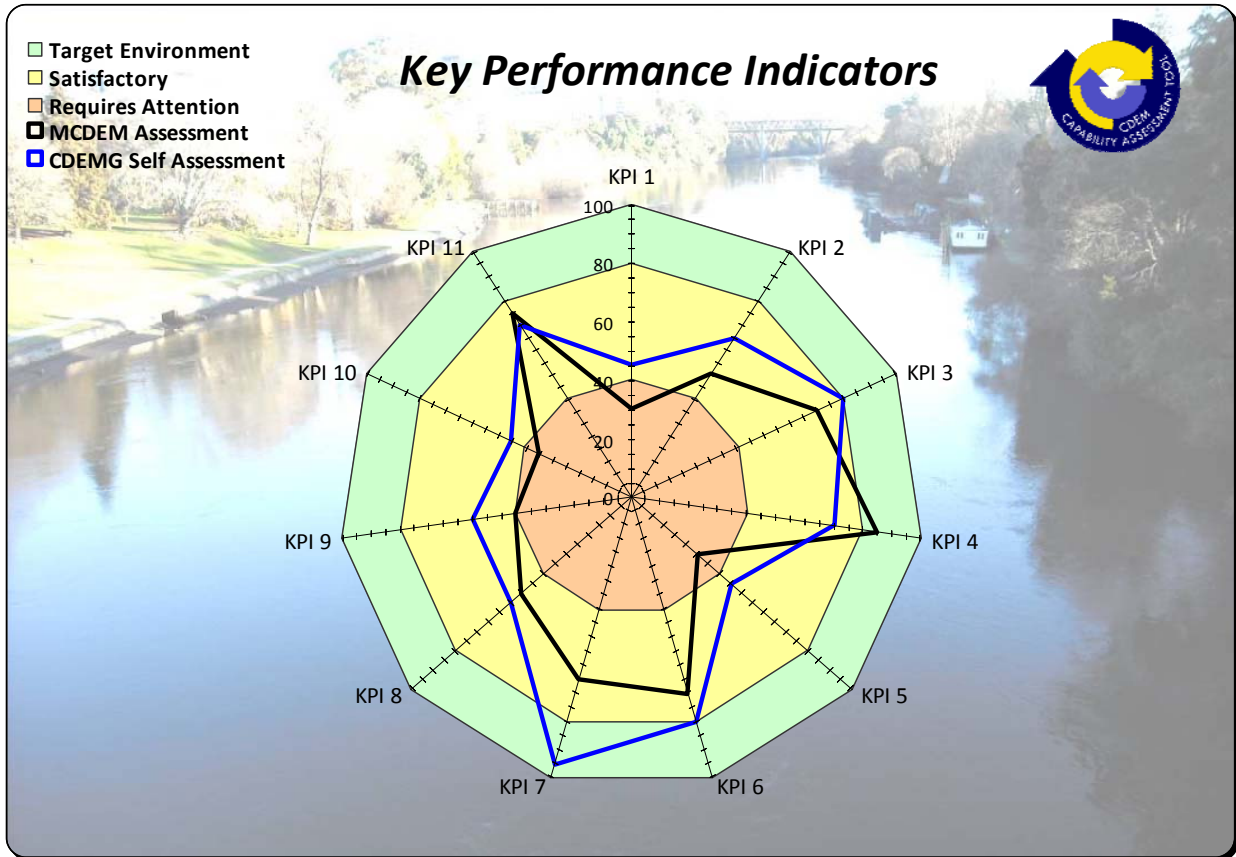
Each of the spokes of the spider diagram represents a performance indicator. The individual score for that indicator (percentage) can be approximated by the notch lines on the spoke.

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 **blue** line is the collated results of the Local Authority and Group Emergency Management Office self-assessments;
- The **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.

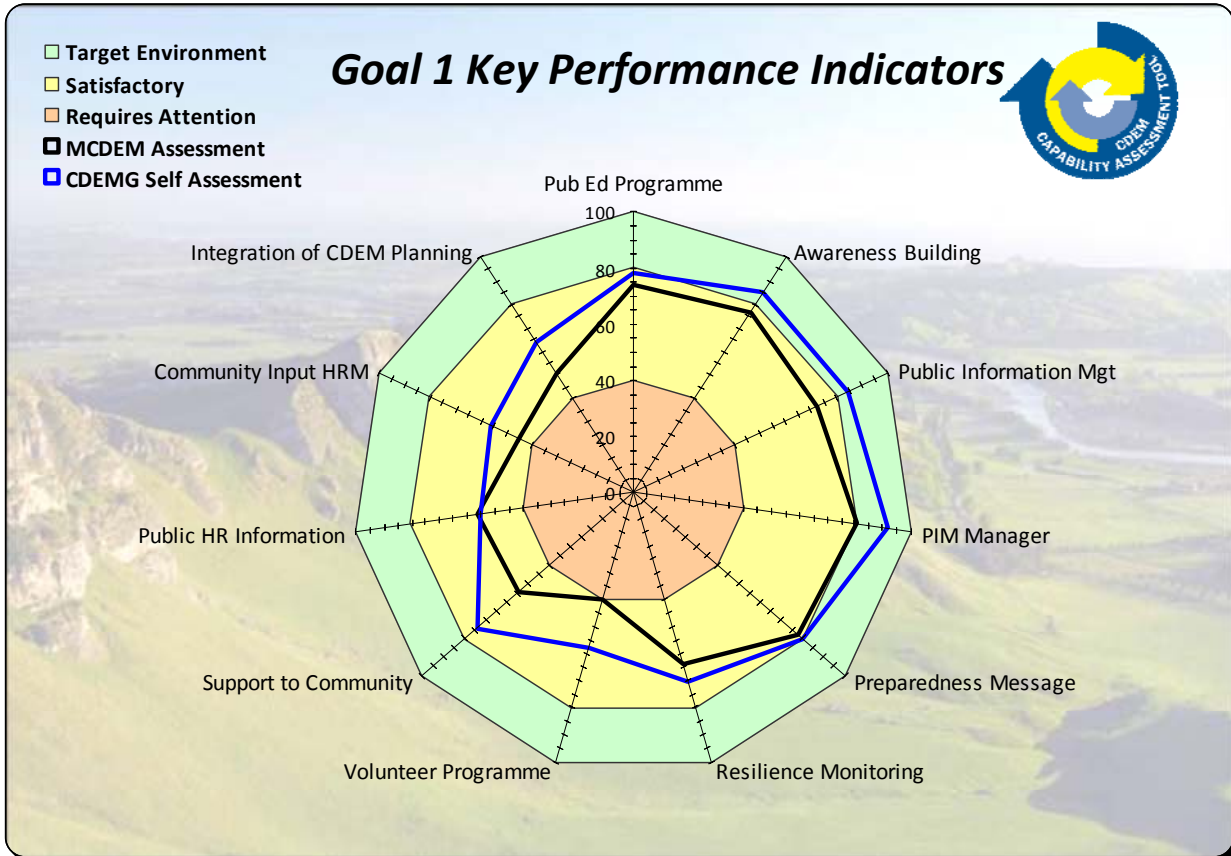
Results are discussed in detail in Section 5.

5 Discussion, Evaluation and Recommendations

5.1 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 MCDEM (black line) and Group (blue line) self-assessment scores follow loosely the same pattern across Goal 1 areas. Both the Group and MCDEM score the areas of public education programme, awareness building, public information management, PIM manager, and advocating preparedness message as the highest performing areas, being high in the 'satisfactory' zone if not in the 'target environment' zone.

Group members score themselves higher in most of these assessment areas, while MCDEM – taking the Group-wide perspective – has them marginally overall scoring lower.

The lowest scoring areas of this Goal are volunteer programmes, public hazard risk information, community input into hazard risk management and integration of CDEM planning. The main divergence between the Group self-scoring and MCDEM scoring is volunteer programme, support to community, community input into hazard risk management and integration of CDEM planning.

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

Public Education

The Hawke's Bay CDEM Group is to be commended for its proactive approach and leading initiatives with regard to public education. Evidence of numerous means of public education material was observed during the interview process ranging from pamphlets and banners, to a television displaying hazard and civil defence awareness messages. The Group has produced Hawke's Bay generic pamphlets (*Hazard Information sheets, Emergency Water*) along with *Hazards in Hawke's Bay* publication to "inform the Hawke's Bay community of the hazards that we live with daily, so that people, both individuals and organisations, can better prepare themselves." These are very useful and informative publications which are readily made available to the public.

The Hawke's Bay CDEM Group has a Group Communications Strategy focussed on public education with the following objectives:

- Increased public awareness about hazards in Hawke's Bay, the consequences and the practical steps people can take to improve their own safety.
- Increased public understanding of the role of the HBCDEM Group, who it involves (including volunteers), who it collaborates with and how it works in the community before, during and after an emergency.

This document is reviewed annually and a Group budget exists for public education that local councils contribute towards. The Emergency Management Officers initially confirm priorities and the Inter Agency Communications group (Intercom) [discussed in more details under Public Information Management] derive the deliverable options. The Coordinating Executive Group does not have oversight of the Group Communications Strategy and budget.

The Group builds on lessons learnt from previous and recent events locally and overseas. The 1931 earthquake is remembered each year with a 'Hawke's Bay Earthquake Week' which includes an annual 'Earthquake Survivors' afternoon tea. The utilisation of recent events such as storm surges, snow storm (Napier-Taupo Road), floods and tsunamis (local warnings and overseas events) is undertaken using radio and newspaper advertising. Additionally the Group has displays at the National Aquarium (tsunami display), libraries and at the local A&P shows and promotional events.

The Group actively participates in Disaster Awareness Week (now referred to as Get Ready Week) and must be commended for their sound formal strategy during this week. In 2009 the Minister of Civil Defence was involved at local shopping centres assisting to hand out preparedness pamphlets and Get Ready Get Thru shopping bags. Part of this exercise was to award the winner of the Napier City Council public alerting siren testing response questionnaire. The questionnaires were received from the public about the effectiveness of the previous siren test; the winner receiving a Civil Defence emergency kit and getting to press the 'big red button' during the next siren test. The annual testing of the Napier public alerting sirens is combined with the New Zealand Fire Service at the onset of Daylight Savings to promote preparedness messages including changing smoke alarm batteries, checking preparedness kits, with the public awareness of the public alerting sirens. The sirens are tested twice annually with public notification and awareness at the fore.

The Ministry of Civil Defence & Emergency Management school program '*What's the Plan Stan*' is utilised by the Hawke's Bay CDEM Group. However there is no specific school engagement program or strategy in place and the engagement with schools is on an ad hoc basis throughout the Group.

The Group is regularly in contact with MCDEM on public education issues, either by informal discussion or through the Google Get Ready Discussion group which links in with all other nationwide public education groups.

All territorial authorities within the Group have some form of information about CDEM on their own

website. Identifying this information is not always easy; with only a few having Civil Defence readily identifiable on the front page. Some prominent links or a clickable, and more readily recognisable, CD logo on the council's main front page may be of benefit. There are varying degrees of preparedness messages with numerous related links available including to the 'Get Ready Get Thru' website, Ministry of Civil Defence & Emergency Management website and to other useful information websites.

The CDEM Group has its own Hawke's Bay CDEM Group branded website which is a great opportunity to develop the Group identity and promotes regional hazard information, community preparedness messages and links to useful resources. The Group website has an event status update which all territorial authority websites link to. The CDEM Group Plan is located, and explained on the Group website along with some excellent resource material. This Group website has recently been refreshed and updated.

Recommendations - Medium Priority

- That the CDEM Group member websites be reviewed, updated and integrated to ensure consistency in meeting the needs of Hawke's Bay communities to make best use of the internet as a public education resource.
- That the Group Communication Strategy and associated budget be reported to the Coordinating Executive Group to allow for clarity, direction and understanding of spending on public education.

Public Information Management

The Hawke's Bay CDEM Group has set up an Inter Agency Communications group (Intercom) involving Public Information Managers from all respective CDEM parties (local authorities, police, fire, health, Ministry of Social Development, St John, and Unison Networks). They are to be commended for this development. The initiative has led to sound relationships and an appreciation and understanding of each member organisation that leads to uncomplicated working arrangements during an event.

The Intercom group formally meets at least three times annually and will meet during an event as and when needed. There is no set protocol around events, in particular the PIM activation process (who will do what, how, where and when; especially for after hours). However, during events telephone communications occur regularly amongst members involved and media statements are often discussed informally amongst at least the Group and Local PIM, to ensure message consistency, before release. Telephone communications are undertaken on an 'as and when needed' basis during an event. Consideration of formalising the PIM conference call facility and PIM email group would improve communications during an event and further ensure information sharing and consistency of messages.

Pre-prepared generic electronic media release templates for a range of event situations exist for the Group, with paper back up provision. There was some inconsistency around wider access to these documents and the PIM/media contact lists. Not all PIMs can access these templates and contacts on a 24/7 basis. Further, in the event of the PIM being unavailable, sometimes there was limited access to the templates and contact details. Additionally there is limited back up for some of the PIMs within their own organisations.

Most territorial authority PIMs have attended the MCDEM PIM course, with a Local PIM having been involved with presenting at one course. Many of the territorial authority PIMs are part-time or "activated" PIMs, who only undertake the role during an event, and have (sometimes very) different business-as-usual roles. This has led to a significant variability of PIM capability and capacity across the Group, and variability in preparedness levels (mainly relating to contacts and relationships with the media). Alternate or back-up PIMs are limited within many of the organisations with often entire

dependency on one individual.

There is no process in place to proactively update websites leading up to a possible event (tsunami warning, storm warning etc). However, the Group website is updated during an event on an ad hoc basis. Formalising this process would be a great opportunity to further promote public awareness in a response. Additionally there is no consistent process for media releases amongst the Group with variations in who would be consulted, how media statements would be released and copies sent to whom. Formalising some consistency around this process would greatly improve the understanding and workings of the media release process. It would also allow some form of redundancy in the event of the PIM being unavailable.

Recommendations – Medium Priority

- That the Inter Agency Communications group (Intercom) consider formalising processes for Public Information Manager activation, communications during events, media statement releases and wider access to media contacts.
- That the Coordinating Executive Group identify Public Information Managers for whom business as usual work is not public information management related and provide the required mechanisms for support, with particular emphasis on recognition of business as usual conflicts, planning needs, network/relationship building, and contact lists.

Community Resilience

A general consensus exists within the Hawke's Bay CDEM Group that the community is not as prepared as it should be and not as resilient as it should be. General opinion indicates that the rural community has a better natural in-built resilience than the urban population, with poorer areas also not being so resilient. These comments were not based on any evidence, but on general 'gut' feelings.

All of the territorial authorities undertake an annual community survey; however, there is a variation across the Group about specific civil defence and preparedness questions included in these surveys and the relevance of these results in order to fully appreciate community resilience. Overall interviewees felt that there is a need to define the criteria and measurements for resilience in order to actually gauge how resilient they are.

Many interviewed felt that there was a lot of emphasis placed on improving community awareness, and hence indirectly, community resilience, through the promotion of recent events. Again, the success of these promotions in affecting behaviours of the resident population is unknown. A lot of the rural resilience appears to be based around Rural Fire (and associated equipment) and relationships established through the Rural Fire volunteers. Having said this, there was still unanimous agreement that the region is vulnerable to a large event.

Many of the community engagement projects underway appear to have come about from 'oiling the squeaky wheel' rather than any combined, planned and targeted approach. Although there are some exceptions, many territorial authorities do not take advantage of other work in place, or work which is already completed. Using other projects delivered by local authorities (which use community engagement as a vehicle), to promote CDEM concepts is one such opportunity. This would reflect a more efficient and integrated approach, allowing territorial authorities to achieve a greater outcome for the expenditure of their resource.

Some existing work in terms of addressing the needs of vulnerable communities has occurred. Further identification of vulnerable communities and a planned approach to addressing these communities should be an aspiration for this Group. In terms of 'vulnerable' populations, geographically vulnerable

(i.e. isolated) communities appear to have been considered by territorial authorities and work has been undertaken by some with regard to retirement homes etc. The Group Communications Strategy identifies many of these vulnerable communities (special needs, tourists), however, there is no plan in place to engage with and assist these groups, including looking at the cultural, elderly, english as a second language and seasonal worker communities, who may be vulnerable for reasons other than geography.

Community engagement levels vary within the Group with much activity being reactive rather than proactive. Currently community response plans are not a widespread mechanism throughout Hawke's Bay. As part of community engagement, a number of individual Marae Response Plans were developed a few years ago, along with flood plans, many of which need updating. These plans, along with any response plans, once established need to be kept up to date and current. Current response plans appear to be solely focused on the evacuation stage. In many cases it appears that thought has not been given to dealing with evacuees once they are out of harms way.

If community response planning is truly an aim of the Group, there may be a need to examine cost effective and burden-sharing arrangements in order to get the outcomes desired. Opportunities may exist to take advantage of projects delivered by other (non-CDEM) parts of council that use community engagement as a vehicle. Potentially this could stretch to other community partners – the health sector, emergency services, non-government and/or other community organisations. This is undertaken by some members of the CDEM Group, but a wider and more consistent approach would be of greater benefit. This would reflect a more efficient and integrated approach allowing local authorities to achieve greater outcomes for the expenditure of their resource.

The Hawke's Bay CDEM Group would benefit from a strategic examination of the concept of community response plans and determining its level of commitment to using this as a mechanism for promoting and supporting resilient communities. Any such consideration would need to be informed, aligned and resourced accordingly.

Recommendations – Urgent Priority

- That the Coordinating Executive Group determines the priority for community response planning as a methodology for promoting community resilience in the Hawke's Bay region, and ensures there are sufficient resources to achieve this priority.

Recommendations – High Priority

- That the Coordinating Executive Group liaises with other agencies to provide an integrated approach to the delivery of projects across all CDEM Group members to maximise effectiveness of existing programmes of work across sectors (e.g. community development, social vulnerability analysis, sustainable development initiatives).
- That the Coordinating Executive Group examines the notion of acceptable risk and determines a range of mechanisms for the Group to engage with affected communities to identify acceptable risk levels and integrate community aspirations into local planning.

Volunteers

The delivery of CDEM in the Hawke's Bay Group is heavily reliant on volunteers but there appears to be a general misunderstanding of the definition of a volunteer or what constitutes a volunteer. The best practice guide [BPG 03/06] Spontaneous Volunteer Management Planning (available on the MCDEM website) clearly defines the roles of volunteers.

Personnel who staff an Emergency Operating Centre and who are local authority staff are not the same as 'community' volunteers such as those used to staff welfare centres. 'Community' volunteers are not compensated by way of money or time off. Local authority staff are compensated for their service by way of wages or are able to take time off as reimbursement for their time during the event. There needs to be a clearer definition or delineation around volunteers and how they are managed.

Interviewees generally felt that within the Hawke's Bay CDEM Group the level of volunteerism outside of local authority staff (and rural fire) is limited. Interviewees were aware that this issue transcended the Hawke's Bay Group with a view that this is a national issue, with national leadership and assistance required in guiding the recruitment and maintenance of volunteers. Furthermore, those interviewed commented that volunteer arrangements are inconsistent throughout the Group.

These issues are of a high priority as many of the response plans that are being worked on or developed by the Hawke's Bay CDEM Group rely heavily on volunteers. A Group wide analysis of the understanding of volunteering needs and a consistent approach to attracting and supporting volunteers would be beneficial.

Recommendations - Medium Priority

- That the Coordinating Executive Group gain a clearer understanding of volunteering and determine the need for volunteers in a CDEM context in the Hawke's Bay region; developing a strategy to ensure the recruitment, training and retention of them.
- That the Coordinating Executive Group researches national, regional, and other local well established initiatives, resources and support mechanisms with regard to volunteering, and learn from/adopt these.

Integrated CDEM Planning

There are varying degrees of integrated planning within the Hawke's Bay CDEM Group. The general consensus is that CDEM is considered as an after thought when it comes to council planning and varies greatly relying on individuals rather than having processes in place. It appears that consultation with CDEM on planning matters is mainly on an informal, case by base basis.

The Heretaunga Plains Urban Development Strategy is an excellent example of a combined approach to planning. The Hawke's Bay Regional Council, Napier City Council, and Hastings District Council have combined to undertake this project with the intention that this project will move towards becoming a combined district plan. This is a great initiative for the region and demonstrates collaboration and a wider focus by the parties for overall benefit for the region. The strategy has taken CDEM into account and should be promoted as an example of integrated planning.

Overall, it appears that hazard and risk analysis is not fully integrated into Long Term Council Community Plans, but to varying degrees is integrated into council planning (Land Information Memoranda, Building Reports, etc). The Hawke's Bay CDEM Group is to be commended for holding an Integrated Planning workshop (2009) to discuss integration of Long Term Council Community Plan, Resource Management Act and CDEM planning that was attended by representatives from the respective local authorities. It is the intention to hold these workshops annually to continue to further improve integrated planning in the Hawke's Bay CDEM Group.

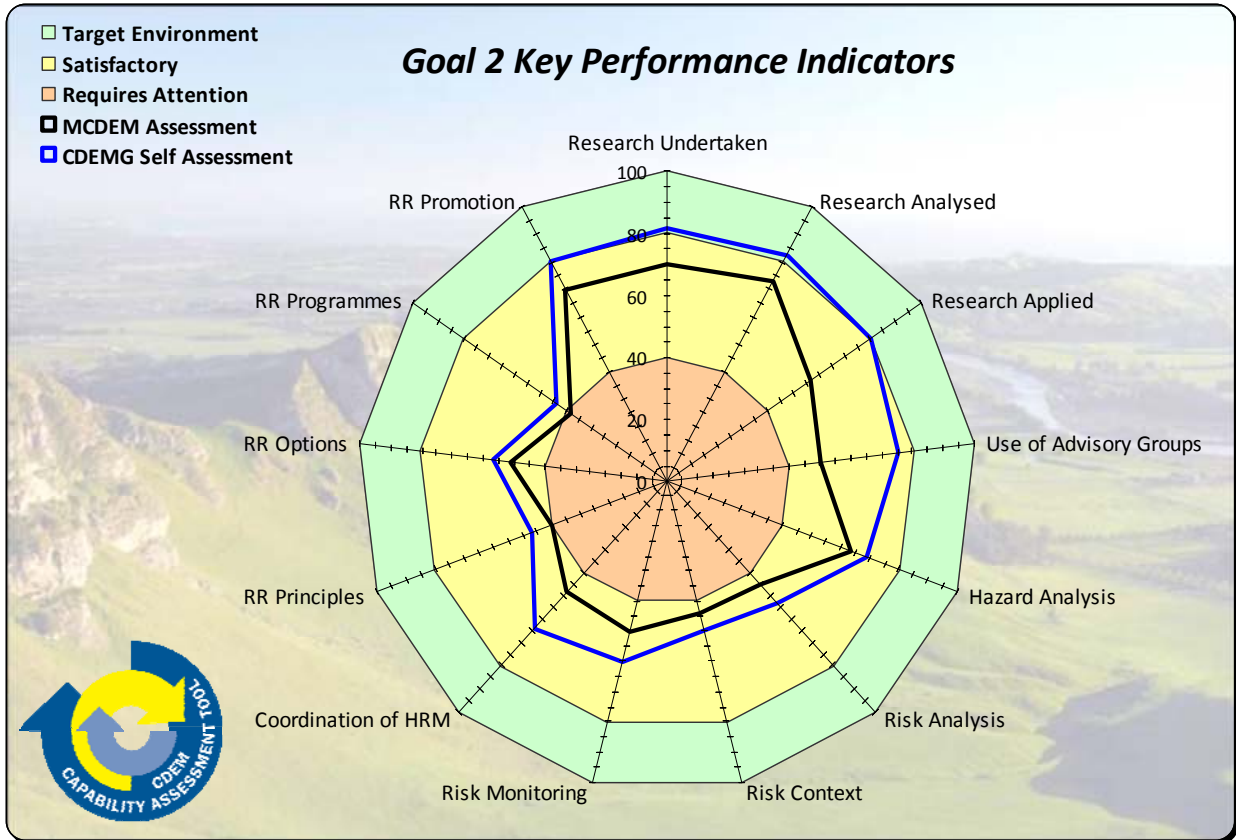
Recommendation – Urgent Priority

- 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, and community development plans).

Goal 2

To reduce the risks from hazards to New Zealand.

Capability Assessment Tool Results for Goal 2



Interpretation of Results

Though varying in magnitude, the CDEM Group self-assessment and MCDEM assessment scores follow a similar pattern for most of this Goal, except for research applied and the use of technical advisory groups. Risk reduction promotion, research undertaken, analysed and applied are seen by the Group as being in 'target environment' zone, though scored lower by MCDEM.

Risk analysis, context and reduction measures – principles, options and programmes, scored mainly at the lower end of the 'satisfactory' zone

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

Understanding the Hazardscape

The Hawke's Bay CDEM Group, mainly through the Hawke's Bay Regional Council, has undertaken a significant amount of hazard research as a high priority within the Group. There is a good awareness of earthquakes and flooding as the main risks with the 1931 earthquake at the forefront of many peoples' minds and regular localised flooding events having led to flood mapping, mitigation programmes, and stop-bank improvements throughout the region.

Members of the Group have been actively involved in learning lessons from overseas events. In 2005 members visited Thailand after the 2004 tsunami. In 2008 members visited China after the Sichuan earthquake to promote an interchange of knowledge regarding recovery of cities from major earthquakes and latterly in 2009, the Samoan tsunami was personally experienced by a member with many lessons learnt fed back from this event.

The Hawke's Bay Regional Council has a 10 Year Hazard Research Plan with a dedicated annual hazard research budget. This plan has been undertaken in conjunction with GNS Science and NIWA to prioritise research projects with the integration of hazards information into aspects of planning. LIDAR surveys, fault trace mapping, flood mapping, and coastal erosion and inundation modelling are but a few of the regional projects that have been undertaken. The outcomes and findings are shared with the appropriate territorial authorities, (though interviewees were not always confident that the data were widely distributed and getting to all of the right people).

Group members are regularly involved in national hazard and research initiatives, with members actively involved in the Strategic Advisory Group of the Natural Hazard Research Platform and the MCDEM facilitated Regional Hazard Risks Management Group. The Hawke's Bay Regional Council also actively report on their hazard events, such as the recent tsunami from Chile.

The Regional Council has 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 in Hawke's Bay communities.

Hazard Risk Monitoring

Hawke's Bay has extensive rainfall and river level monitoring and flood warning systems in place. There is confidence by the Group in these, and in the ability of the 24/7 warning and duty system to assist with warnings and response, with high reliance on this in some areas where no hard engineering works are in place.

Risk Analysis

From 1998 to 2001 the Hawke's Bay Engineering Lifelines Group undertook a comprehensive risk analysis of the Hawke's Bay region producing "*Facing the Risks*". This is a very comprehensive and detailed report on "*identifying the segments of utility networks that are most at risk from natural hazards*" with the overall objective "*to reduce both the damage levels and the time taken to restore services from key utilities, after a major disaster*". Though a well founded and in depth report, it was stated that this document is now in need of updating. As mentioned earlier, "*Hazards in Hawke's Bay*" is another publication to inform the Hawke's Bay community of the local hazards, with this information supplemented on the CDEM Group website. The Group is to be commended for its initiative in this area.

The Hawke's Bay CDEM Group (through the Regional Council) is involved as a pilot community with the GNS Science and NIWA Regional RiskScape joint project⁶. The Group was also actively involved with

⁶ Regional RiskScape is a tool for analysing risks from multiple hazards, at a regional scale

Manawatu-Wanganui CDEM Group in undertaking the development of a lifelines portal to record lifelines data for the use of members during business-as-usual activities and during events. This project is on hold due to MCDEM's Emergency Management Information System ('EMIS') project that it is hoped will deliver the same abilities but on a national basis.

The Hawke's Bay CDEM Group is currently applying local tsunami inundation modelling in the development of community response plans. Though a substantial amount of effort has gone into the modelling work, it was commented that to date it was mainly done by 'oiling the squeaky wheel' rather than any collective and planned approach by the Group, though it is sometimes focussed around new development proposals.

An East Coast forum is in place for Hawke's Bay and Gisborne planners. However, a mechanism to support the management of specific risks is the development of specialist advisory groups. Advisory groups bring together all relevant policy planning, works & services, regulatory control and emergency management partners, supported by specialists such as hazard scientists, with the aim of formulating a whole-of-problem strategy across the 4Rs. The Hawke's Bay Group agencies should consider forming one or more hazard advisory groups.

A group representing a broad range of functions, within a limited jurisdictional area, may be useful for achieving comprehensive management of a specific hazard issue e.g. whole of catchment flood management. Alternatively specialised functional groups, drawn from across the whole region, can allow for sharing information and practices on all hazards/integrated management approaches generally. Such groups could also partner with neighbouring regions with similar risk management issues.

The Hawke's Bay CDEM Group has a Hazardous Substances Technical Liaison Committee that meets on the same day as the Emergency Services Coordinating Committee, which is referred to under the Emergency Services heading. This is an established and well functioning group that has led to strong relationships and understanding within CDEM at the operational level. Whilst the Hazardous Substances Technical Liaison Committee does not formally report to Coordinating Executive Group, the Chair of the Hazardous Substances Technical Liaison Committee is a Coordinating Executive Group member in another capacity.

Integrated Approaches to Risk Reduction

Interviewees noted that the Regional Council's focus and efforts have resulted in improved risk management activities across local authorities in the region, which has resulted in better alignment with CDEM planning. However specific concerns were raised during the interview process around territorial authorities allowing development in areas prone to high risks such as flooding. Some interviewees also questioned whether the Hawke's Bay CDEM Group, and in particular, the Joint Committee has looked at, and fully understands, what constitutes acceptable risk for Hawke's Bay communities.

Further progress in hazard risk management by the Group requires that all Group members identify and acknowledge the roles and responsibilities they each have for hazard risk management, both in CDEM and in 'business as usual' functions outside of what might be considered conventional CDEM activities. In fact, many of the biggest gains for hazard risk reduction occur outside of 'traditional' emergency management functions of Group members. In this context, 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 local authority functions and service delivery mechanisms, and that these are coordinated and integrated through statutory planning instruments such as Long Term Council Community Plans, annual plans, the Regional Policy Statement, and district and regional plans. Non-statutory planning, such as a catchment plan or an urban growth plan are also useful means.

Opinions varied around the integration of CDEM in Long Term Council Community Plans and other statutory and non-statutory planning processes. The general consensus was that CDEM is not fully integrated and information in, specifically, Long Term Council Community Plans mainly relates to budget reporting, with limited consideration and integration of hazard and risk management into broader community goals. There was recognition of a need to integrate CDEM understanding of local and regional hazard risk within local building consenting processes to better inform (through Land Information Memoranda, for instance) risk-based decisions by individuals.

As discussed under the heading of Integrated CDEM Planning under Goal 1, the Hawke's Bay CDEM Group held an Integrated Planning workshop to discuss integration of Long Term Council Community Plan, Resource Management Act and CDEM planning in 2009 that was attended by representatives from the respective local authorities. It is the intention to hold these workshops annually to continue to further improve integrated planning in the Hawke's Bay CDEM Group.

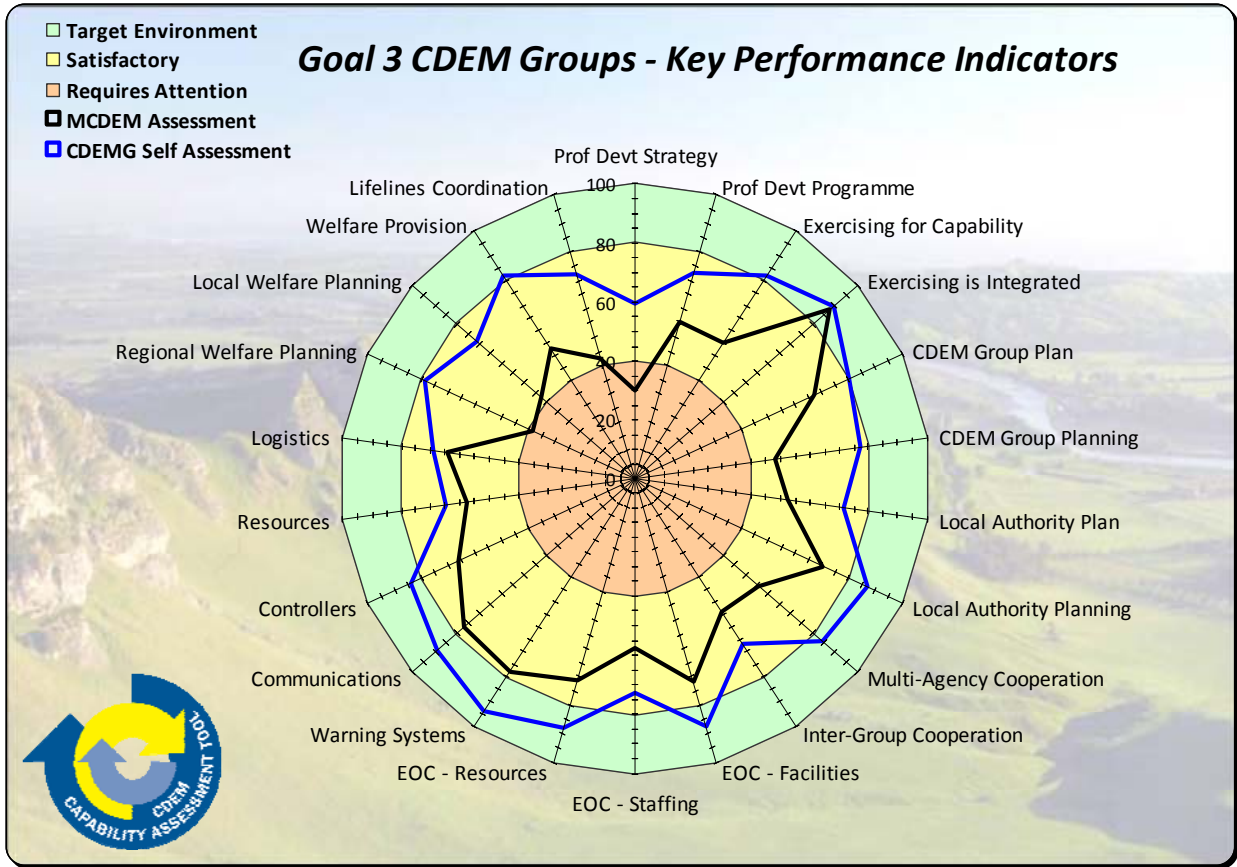
Recommendations – High Priority

- That the Hawke's Bay CDEM Group establishes a regional hazard risk management forum or risk reduction planning group to:
 - coordinate and integrate planning and strategy development for hazard risk reduction across member functions
 - coordinate hazard, risk and social research (across jurisdictional boundaries) so that information gathering is more effective and efficient
 - share information among Group members and partners in support of a shared approach to risk management
 - develop strategies for communication of risk with partners and communities

5.2 Goal 3

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

Capability Assessment Tool Results for Goal 3



Interpretation of Results

Again a similar pattern exists between the CDEM Group self-assessment and MCDEM assessment scores, though varying in magnitude. This divergence in scores again reflects more on the Group-wide capability, particularly the coordination and integration of these functions across the Group (rather than individual organisations within it).

Main strengths appear to be in the areas of integrated exercising, local planning, warning systems and communications. The lowest scoring areas are professional development strategy, regional and local welfare planning and lifelines coordination.

These issues are discussed in the following sections.

Professional Development

Maintaining a core of trained and relevant personnel is a challenge for any Group because of staff turnover and time constraints. A formal training programme which is derived from the CDEM Group Plan, aligned to business plan outcomes and the CDEM Competency Framework and integrated with an exercise programme would allow Hawke's Bay to understand, track and measure its training needs and current state. This can be achieved by undertaking a comprehensive development needs analysis to establish what training is required by the staff in the Hawke's Bay CDEM Group. In addition to this, oversight of training at a Coordinating Executive Group level is essential to ensure adherence and relevance of such a programme. This oversight does not currently exist.

Further professional development relies on the management constructs within individual local authorities. It was felt by members that this is inconsistent across the Group with some councils actively encouraging and enabling professional development while others leave it to individual staff members to progress. There is currently no Group-wide consistency as to what professional development 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 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 programmes initiated by the Group.

Recommendations – High 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 training is required by the staff in the Hawke's Bay CDEM Group with a view to implementation of a Group training plan which is resourced and budgeted for appropriately, and consistent across the Group.
- 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 familiarise themselves with the CDEM Competency Framework with a view to understanding best practice requirements for any future appointments within the CDEM context.

Training Programme

Individual training and development exists within the Hawke's Bay CDEM Group but is rather disjointed with little consistency throughout the Group. A Group training program does not exist. The two general streams of training are volunteers and Emergency Operations Centre staff. In general, councils are good at releasing staff for Emergency Operations Centre training (though some felt at times this training was 'death by PowerPoint'.) Volunteer training ranges from well organised and professional to limited and almost non-existent.

The Coordinating Executive Group has a limited overview of the Group's professional development and training. The Hawke's Bay CDEM Group has a Training Advisory Group that meets every six months (and as and when required). There are five members, including representation from the emergency services, territorial authorities, Hawke's Bay CDEM Group, a tertiary training provider, and a technical hazard specialist. The current Chair of the Training Advisory Group is a member of the Coordinating Executive Group, in another capacity, and at times does report on the Training Advisory Group, though the reporting process has not been formalised. Having the Chair of the Training Advisory Group formally

reporting to the Coordinating Executive Group would assist the Coordinating Executive Group in understanding the Training Advisory Group purpose and context within the CDEM structure and enhance the Training Advisory Group's strategic direction. It would also provide the Coordinating Executive Group with assurance that this component of CDEM is functioning as it should.

Hawke's Bay CDEM Group members are regular attendees at MCDEM Controller, Recovery Manager and Public Information Manager courses. These have been supplemented recently with local workshops focussing on roles and responsibilities. Many spoken to felt that these workshops ended up as talk fests with a lack of leadership from key position holders at these sessions. Members felt that there is a need to consider shorter, more concise training, bespoke to meet local needs, along with possible alternative methods of training (e.g. remote, website, and electronic forms of learning) would be beneficial. Though cross border training exists with Gisborne CDEM Group and at the Emergency Management Officer level there is a sharing of training resources between the territorial authorities, there was an overall desire to see more of this occurring.

The Hawke's Bay CDEM Group has a Memorandum of Understanding with the Eastern Institute of Technology (EIT) in the Hawke's Bay for contributing towards CDEM training. There is a perception that the development of this training has been delayed due to MCDEM's redevelopment of the Response and Preparedness in Disaster (RAPID) training modules.

Recommendations – High Priority

- That the Coordinating Executive Group consider formalising the reporting process of the Chair of the Training Advisory Group to improve Coordinating Executive Group visibility of training capability, and a more coherent integration of Coordinating Executive Group direction back to the Training Advisory Group.
- That the Coordinating Executive Group support 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.

Recommendations - Medium Priority

- That alternative types of training (such as eLearning, mentoring, distance learning) are investigated to relieve the time and cost pressure on territorial authorities, where possible.
- The Coordinating Executive Group develop a system for oversight of the current or proposed work/project arrangements of the Training Advisory Group with a report back to the Coordinating Executive Group.

Exercises

The Hawke's Bay CDEM Group participated at a low level in *Exercise Pacific Wave* in 2006, *Exercise Cruickshank* in 2007 and has held a few Group-wide (Tier 2) exercises since the introduction of the new CDEM Act in 2002. These include *BayWash* 2002, *AshBay* 2006 and *Bay Vac* 2009. Members of the Group participated in Health's *Exercise Blaze* and NZ Fire Service tabletop tyre pile exercise in 2009. Additionally local exercises are undertaken with the Napier airport and individual organisations undertake local welfare exercises. The Group will be participating fully in *Exercise Tangaroa* in 2010 (Tier 4). There is a clear desire to exercise smarter, not necessarily more frequently than currently occurs, but on a smaller scale with bespoke exercises, including exercises with neighbouring Groups.

Exercise programmes provide opportunities to target specific outcomes and tie them to capacity building and competence. Hawke's Bay 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. It is recommended that the Hawke's Bay CDEM Group 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 Hawke's Bay CDEM Group has just initiated its required review of the CDEM Group Plan for Hawke's Bay which was approved in 2005. Most interviewees were aware the CDEM Group Plan was due to be reviewed.

In practice most Group participants appear unaware 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 'someone' to draft the new CDEM Group Plan and their only role would be to read their individual parts to ensure there were no errors.

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.

Hawke's Bay 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. A process which actually engages and promotes ownership of the CDEM Group Plan would inform greater understanding of the wider CDEM framework within Hawke's Bay. 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 in the early stages of the CDEM Group Plan development to provide the direction for what the second generation CDEM Group Plan should encompass.

There are significant and appropriate opportunities in the new planning process for targeting the demographic, hazardscape, geographic, and infrastructure-related issues that Hawke's Bay 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 Hawke's Bay Group determines the CDEM Group Plan's further development.
- That the Coordinating Executive Group lead the process and determine a mechanism to ensure engaged participation by wider Group members in the formulation of the second generation CDEM Group Plan.

Response

There was virtually unanimous agreement that the Hawke's Bay CDEM Group would be able to manage small scale events (though sometimes quoted as 'better luck, than management'). However the feeling expressed was that a larger scale and Group wide event would not be managed as well. There is also a general concern regarding the ability of the Group to respond to an event (local or regional) of longer-term duration. These concerns span both capacity and capability issues, with most interviewees believing that after 2-3 days they would be stretched if not at capacity.

Recently there have been several localised events including rural fire, flooding, slips, tsunami warnings, storm swells, snow storm, and the Napier siege. The Mahia rural fire appears to have been an epiphany in the Hawke's Bay with regard to the understanding of CDEM relationships. It is accepted that during this event the role of CDEM was not fully appreciated and the welfare needs of evacuees was not fully covered. Subsequently, the Napier siege appears to have been a catalyst in Hawke's Bay for attempting to clarify response issues around CDEM involvement in a multi agency context. This is to be commended.

Having said that, multi-agency response principles are not reasonably well embedded and the roles and responsibilities are not clearly understood in a response context. An Adverse Events Plan exists in the Hawke's Bay CDEM Group, but it does not appear to be clearly understood by all. It is a general belief that the response to events is very relationship reliant, which again varies throughout the region. Recent local events have been handled well with Emergency Operations Centre staff and emergency services representatives turning up to Emergency Operations Centres without being called upon, such are the existing understandings and relationships.

Understanding the role of the Group Emergency Operations Centre during responses needs to be addressed within the Hawke's Bay CDEM Group. This is more specifically discussed under the heading of Group Emergency Operations Centre.

Communications were raised as an example of what could be improved in a response context. The advent of the 'E-Sponder' Emergency Management Information System ('EMIS'), currently under development by the MCDEM, should assist with improving this component. A well structured approach that identifies resourcing needs is required to ensure successful implementation and embedding of the E-Sponder Emergency Management Information System.

Recommendations –Urgent Priority

- That the Coordinating Executive Group develop and implement a consistent set of multi-agency response principles for the Group.
- That the Coordinating Executive Group determines the implementation and embedding of the E-Sponder Emergency Management Information System

Communications and Warning Systems

The Hawke's Bay CDEM Group has a 24/7 duty system that is staffed by the Regional Council. Warnings are sent by SMS (text) and email with an original 'Please Respond' message for priority messages followed up with "Do Not Respond" for ongoing and information only messages. This system is tested regularly through local events, mainly storm and coastal surge warnings, and the contact details are checked annually.

Each territorial authority and Group member organisation on the Hawke's Bay warning system has their own process for informing their own staff. Many of the CDEM members also receive the Ministry of Civil Defence & Emergency Management National Warning System messages.

Radios give the Group the ability to communicate during an event. Local authorities have a radio network set up with data-over-radio capability and most have radio network links with their isolated communities, often through rural fire, ensuring communication is maintained before and during an event.

Emergency Operating Centres

Two of the local Emergency Operating Centres are designated fulltime/permanent facilities with the other two local Emergency Operating Centres and the Group Emergency Operations Centre being set up as and when needed. (The Alternate Group Emergency Operations Centre is attached to the Hastings District Council Emergency Operations Centre.)

Emergency Operations Centres are generally well resourced, although a few are perhaps challenged to fund the full complement of equipment that is ideally required. All councils face a continual challenge of ensuring there is a pool of adequately-trained staff available to run Emergency Operations Centres. Most Emergency Operations Centre staff are council 'volunteers'. Though many have this function written into their job description, many are targeted to suit the role or purpose. Varying degrees of confidence exist around the capability and capacity of the Emergency Operations Centres during a prolonged event. There is general agreement that there would be no pressure on council staff to return to business as usual during or following an event, however this has not been tested in a major event.

Given the emphasis response puts on Emergency Operations Centres at a local level, it is recommended that the Coordinating Executive Group undertakes a review of the capacity of the current facilities to determine whether they are fit for purpose.

Recommendations – High Priority

- That the Coordinating Executive Group reviews the current capacity of the current Emergency Operating Centre facilities within the Hawke's Bay CDEM Group, to determine whether they are fit for purpose.

Group Emergency Operations Centre

There is a general misunderstanding around the role of the Group Emergency Operations Centre within the Hawke's Bay CDEM Group, including what the triggers are to activate the Group Emergency Operations Centre. Group Emergency Operations Centres coordinate, facilitate, and manage information, direction and regional resources to support territorial authorities and agencies responding to a local incident or emergency. In circumstances where events cross local authority boundaries, or where local authorities are not able to fulfil their role, the Group Emergency Operations Centre will coordinate the overall Group (regional) response within the area. Events or emergencies are managed at the local level, coordinated at the Group level and supported at the National level. Renaming the Group Emergency Operations Centre to Group Emergency Coordination Centre (GECC) might further clarify the centres function and purpose.

The Group Emergency Operations Centre is located at the Regional Council, with the main centre operating in the Council Chambers. An Alternate Group Emergency Operations Centre is located at Hastings District Council attached to the purpose built Hastings District Council Emergency Operations Centre.

The Hawke's Bay Regional Council runs its own Emergency Operations Centre during specific events (such as flooding) in parallel with the Group Emergency Operations Centre. This has led to a conflict of resources, some duplication of services, and is viewed by some as a blurring of roles and responsibilities making it appear the Regional Council is managing the civil defence response when it should be the CDEM Group (from the Group Emergency Operations Centre). Additionally, as the Group Emergency Operations Centre is funded by, and resourced by Hawke's Bay Regional Council, some interviewees had difficulty distinguishing the Group Emergency Operations Centre from the "Hawke's Bay Regional Council Emergency Operations Centre". As an event escalates to the stage where the Group Emergency Operations Centre has to be activated the Regional Council role is to provide analytical and informed advice, but not manage the event. The same advice and role is played by the Regional Council when a local Emergency Operations Centre is activated.

During *Exercise Bay Vac*, it was identified that the Group Emergency Operations Centre was not set up and resourced sufficiently. The Coordinating Executive Group workstream outcomes gave rise to layout and resourcing changes that are still to be finalised. Additionally, the organisational chart, job descriptions and staff for specific roles in the Group Emergency Operations Centre are being reviewed. This work needs a level of focus and priority to ensure that the desired outcomes are achieved in a coherent and timely manner. It is recommended that this work be concluded and the role of the Group Emergency Operations Centre during an activation (and monitoring) phase be defined, practiced and adhered to. This process should include a communication plan for Local Emergency Operations Centres to notify the Group Controller of their activation and visa versa with the Group Emergency Operations Centre notifying Local Emergency Operations Centres of its status. There appears to be some assumptions made during activations and lack of communication around setting up and closing down the Emergency Operations Centres and Group Emergency Operations Centre.

Recommendation – Urgent Priority

- That the Coordinating Executive Group ensures that the role of the Group Emergency Operations Centre during an activation (and monitoring) phase be defined, agreed, practiced and adhered to, including a communication plan between Emergency Operations Centres and Group Emergency Operations Centre, especially during set up and close down phases.
- That the Coordinating Executive Group finalises the organisational chart, job descriptions and staff for specific roles for the Group Emergency Operations Centre.

Recommendations –Medium Priority

- That the Coordinating Executive Group considers renaming the Group Emergency Operations Centre (GEOC) to Group Emergency Coordination Centre (GECC) to further clarify the centres function and purpose.

Emergency Services

The Emergency Services are active members within the Hawke's Bay CDEM Group and some strong relationships exist. It was expressed that not all of the wider emergency services staff fully understand CDEM and in particular their own specific roles and responsibilities, and those of other member organisations in a civil defence emergency.

There was some confusion during *Exercise Bay Vac* and during the 2009 snow storm event around the Police districts. The Police boundaries are effectively split Napier north and Hastings south whilst Hastings District Council encompasses both of these areas. During the exercise a decision was made at the Napier police station to evacuate an area in the northern Hastings area without fully realising that this area is part of Hastings District Council, not Napier City Council. This misunderstanding appears to have been clarified but is still open to misunderstanding by any new or out of the region staff.

There is a variation of capability within the emergency services to support activated Emergency Operations Centres during an event. Some organisations will only be able to resource one Emergency Operations Centre and it needs to be clarified where these individuals will be based – Emergency Operations Centre or Group Emergency Operations Centre. Some clear guidelines around the individual functions of the emergency services during an event would assist greatly, especially when the Group Emergency Operations Centre is only in monitoring mode.

An established and well functioning Emergency Services Coordinating Committee exists within the Hawke's Bay CDEM Group. This has led to strong relationships and understanding within CDEM at the operational level. Previously the committee struggled to gain momentum; however, lately the meetings have become more focussed. Whilst the Emergency Services Coordinating Committee does not formally report to Coordinating Executive Group, the Chair of the Emergency Services Coordinating Committee is a Coordinating Executive Group member in another capacity.

Wairoa and Central Hawke's Bay District Councils have established Emergency Management Committees which comprise of local police, fire, health, roading contractors, and some welfare agencies. This provides a platform for strong local relationships and ensures local understanding with regard to direction and coordination during an event. Napier City Council and Hastings District Council rely on the relationships built at the Emergency Services Coordinating Committee level, though at times the same person attends the Wairoa and/or Central Hawke's Bay District Council Emergency Management Committee and Emergency Services Coordinating Committee.

Recommendations – High Priority

- That the Coordinating Executive Group assists the individual emergency services organisations within the Hawke's Bay CDEM Group in clarifying their individual roles and responsibilities, and those of member organisations within the Hawke's Bay CDEM Group.
- That the Coordinating Executive Group ensure clear guidelines exist around the individual functions of the emergency services during an event, especially when the Group Emergency Operations Centre is only in monitoring mode.

Controllers

The Hawke's Bay CDEM Group has a Group Controller with two Alternate Group Controllers with a range of experience and confidence. Previous lack of confidence in the Group response has been alleviated recently due to a newly appointed experienced Group Controller and recent activations of the Group Emergency Operations Centre. It is generally accepted that the current pool of Group Controllers needs to be increased.

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 four to five Local Controllers, many experienced and a few new appointments. In the past Chief Executive Officers were a default appointment as Local Controller. It has now been recognised by many that during an event, responsibility lies with the Chief Executive Officer position to ensure continuance of business as usual, leading to reviewing the appointment of Local Controllers and/or the priority order of availability.

Recent event experience (flooding, slips, tsunami events, storm swells, snow storm and in the Napier siege) has grown and demonstrated the level of capability in the controller portfolio for the Group. However, 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 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 controller training. Controllers who have not attended the MCDEM controller course, or who have not had any refresher training for sometime, should be encouraged to undertake this training.

The Group Controllers are chief executive officers or senior management officers and are Coordinating Executive Group representatives. 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.

Opportunities exist for greater engagement between Group and Local Controllers. A 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 – High Priority

- That the Coordinating Executive Group encourage all Group and Local Controller role holders to undertake MCDEM Controller training.
- That the Group Controller and alternates meet on a regular basis to discuss issues which pertain specifically to the role of Group Controller.
- That the collective of controllers in the Group determine a schedule of meetings/training to provide both up-skilling and relationship-building opportunities.

Recommendations – Medium Priority

- That the collective of Controllers consider making one of their number available to attend an event in another region in an observer capacity for experiential training.

Welfare

Although there are some very strong facets of welfare within the Hawke's Bay CDEM Group, overall this is an area that requires improvement.

The Welfare Advisory Group is led from the office of the Regional Commissioner for the Ministry of Social Development, and the Regional Commissioner actively holds the Chair role. The Welfare Advisory Group consists of representation from various and appropriate agencies, with the majority of those agencies being consistently represented (i.e. continuous attendance by the same representative). Welfare Advisory Group meetings have been described as 'talk fests with a lack of direction'. A 2010 work programme for the Welfare Advisory Group exists, however traction for tackling strategic issues, regional coordination issues, or adherence to the work programme is lacking.

The Welfare Advisory Group is not supported with a Group Welfare Manager appointment, which would assist the Welfare Advisory Group with its monitoring and strategic functions and particularly during events. The Group Welfare Manager is responsible for regional coordination of the delivery of welfare services by territorial authorities during an event. 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.

As the majority of central government agencies are located in Napier there is significant representation by agency representatives in the Welfare Advisory Group. An area of confusion is the demarcation between the Welfare Advisory Group and its regional strategic responsibility and the need for an entirely separate Local Welfare Committee that services the city of Napier.

Comments were made about the Local Welfare Managers, who are meant to be the experts in welfare at the territorial authority level, not being able to truly represent their organisation. Territorial authorities need to devolve responsibility to these role holders and support them appropriately.

Welfare roles and responsibilities are generally not well understood within the Group. Within the Welfare Advisory Group it appears some of this could possibly be attributed to an unwillingness to

accept responsibility. The requirements of individual agencies, the collective role of the Welfare Advisory Group and the role of a Group Welfare Manager before, during and after an event are not fully comprehended. Although a Group Welfare Plan, written in 2006, explains these functions, some interviewees were not aware of its existence and many had forgotten it existed. Such a plan should be revisited.

The Welfare Advisory Group would benefit from a structured training regime that should include purpose, roles, responsibilities, and Group structures with a medium term view to exercising as an entity and a long term view to exercising as part of the Group. On completion of the review of the CDEM Group Plan it is recommended that the Group Welfare Plan be reviewed and updated.

Currently, it is not clear if new Welfare Advisory Group members receive an induction. It appears that many are left to decipher their role, function and responsibilities as best they may, or there is some informal process. In order to provide the Welfare Advisory Group with an opportunity to function to its potential, it would be advantageous to have a process in place to provide new members with an induction which is both explicit and contextual.

In most cases, it is not clear if dissemination of information (both up and down) through agency reporting structures occurs. Additionally it is not clear whether individual agency links with the National Welfare Coordination Group exists and if Welfare Advisory Group receive minutes from the National Welfare Coordination Group, and vice versa.

The Group has recently engaged with MCDEM on a Development Needs Analysis of welfare in the region, for which the Group are to be commended for its proactive approach. The themes of the Development Needs Analysis are reflected in this Monitoring and Evaluation report.

The relationship between the Coordinating Executive Group and the Welfare Advisory Group is not formalised. Having the Chair of the Welfare Advisory Group as a member of the Coordinating Executive Group would assist in enhancing the Welfare Advisory Group's understanding of its strategic purpose and context within the CDEM structure. It would also provide the Coordinating Executive Group with assurance that this component of CDEM is functioning as it should. Whilst the Welfare Advisory Group does not formally report to Coordinating Executive Group, the Chair of the Welfare Advisory Group is a Coordinating Executive Group member in another capacity.

Identification and setting up of welfare centres is currently work in progress within the CDEM Group. Some territorial authorities have formal arrangements in place, whilst others have let previous existing arrangements lapse. Currently volunteer staff resources for welfare centres for many is not documented or widely understood. Good work is being undertaken by some individuals with strong engagement with volunteers, professional training and recognition. An assessment of welfare staffing requirements, training and maintaining capability of staff for welfare centres needs to be undertaken to ensure that needs are known, resources allocated and goals met.

Local arrangements are unclear for welfare delivery. Though all territorial authorities have Local Welfare Managers appointed, only one has a Local Welfare Committee established. Local Welfare Committees are essential for local welfare delivery in communities. A lack of formal local arrangements exists for some territorial authorities, which leads to relying heavily on individuals and relationships.

Recommendation – Urgent Priority

- That the Hawke's Bay CDEM Group review the current support arrangements for the Welfare Advisory Group chair with a view to the appointment of a Group Welfare Manager and resourcing of administrative support.

Recommendations – High Priority

- That the Coordinating Executive Group consider co-opting the Chair of the Welfare Advisory Group on to the Coordinating Executive Group membership to improve Coordinating Executive Group visibility of welfare capability, and a more coherent integration of Coordinating Executive Group direction back to the Welfare Advisory Group.
- 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 develop 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 upon the completion of the Hawke's Bay CDEM Group Plan, that the Coordinating Executive Group instigates a review of the Group Welfare Plan.
- That the Coordinating Executive Group encourages all territorial authorities to formally establish Local Welfare Committees (using the Director's Guideline [DGL11/10]) to build on local welfare capability) and develop Local Welfare Plans.

Recommendations – Medium Priority

- That the Coordinating Executive Group ensure new Welfare Advisory Group representatives, are provided with an induction.
- That the 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.

Lifelines

Hawke's Bay has had a Lifelines Group established for over a decade. There is a core membership comprised of local authority and commercial utility representatives, and a few subject matter experts who do not formally represent a specific organisation (radio and energy industry in particular). The overall comment from interviewees was that the Lifelines Group is currently in a somewhat stagnant state. Over the years some good work has been undertaken with success such as the "*Facing the Risks*" publication (referred to under the heading Risk Analysis). However it appears that due to conflicting work priorities the Lifelines Group has lost some traction. General opinion reflected that the Lifelines Group requires a refocus and reassessment of goals ensuring better 'bang for its buck'.

The working budget for the Lifelines Group is made up of contributions from the territorial authorities and key utility members. Current budget expenditure, process and priorities are not clear to all. Furthermore, the Coordinating Executive Group does not have oversight over the budget or the direction of the Lifelines Group.

Meetings are held infrequently, mainly on an as and when needed basis. The last meeting was October 2009 and in general the momentum has been lost since the release of the previous project manager of the Lifelines Group.

The Lifelines Group does not have a work programme in place. Such a programme would need to take

into account the different organisational priorities and the associated financial requirements to meet these needs. The Coordinating Executive Group does not have oversight of the current or proposed work/project arrangements of the Lifelines Group, though most work activity and ideas are currently driven by the local authorities. Those interviewed felt that there was also a general misunderstanding, by members, of how the Lifelines Group fits into the CDEM framework.

The relationship between the Coordinating Executive Group and the Lifelines Group is not formalised. Having the Chair of the Lifelines Group as a member of the Coordinating Executive Group would assist in enhancing the Lifelines Groups' understanding of its strategic purpose and context within the CDEM structure. It would also provide the Coordinating Executive Group with a mechanism to assure itself that this component of CDEM is functioning as it should. Whilst the Lifelines Group does not formally report to Coordinating Executive Group, the Chair of the Lifelines Group is a Coordinating Executive Group member in another capacity.

The Chairmanship of Lifelines Group is held currently by the Hawke's Bay Regional Council representative, who has a full business as usual workload. It should be an aspiration of the Lifelines Group to appoint a representative to the chairmanship role with ability to commit the appropriate time and to provide the required drive and leadership.

A Lifelines Utility Coordinator, a dedicated and/or specifically-trained individual for coordination in response and recovery, has not been appointed by the Hawke's Bay CDEM Group. The Lifelines Utility Coordinator performs a vital role in an event, linking the Group Emergency Operations Centre with the operational functioning of lifeline entities as they respond to an unfolding situation. It appears that this role is not fully understood and clarification is required. Additionally, better coordination and communications between the utilities overall is required. Comments made during interviews indicated that the relationships between individual utility providers could be stronger.

Recommendations – Urgent Priority

- That the Lifelines Group review the chairmanship to ensure the incumbent has the ability to commit time and to provide the required drive and leadership.

Recommendations – High Priority

- That the Coordinating Executive Group consider co-opting the Chair of the Lifelines Group on to the Coordinating Executive Group membership to improve Coordinating Executive Group visibility of lifelines capability, and a more coherent integration of Coordinating Executive Group direction back to the Lifelines Group
- The Coordinating Executive Group develop a system for oversight of the current or proposed work/project arrangements of the Lifelines Group, with a report back to the Coordinating Executive Group.
- That the Lifelines Group considers reviewing its business and project planning (and expenditure) to enable alignment to the CDEM Group Plan and projects enabling delivery of outcomes that are achievable, and can demonstrably benefit its members.
- That the Lifelines Group appoints a project manager and/or coordinator who is resourced to drive the Lifelines Group's administrative functions and work projects.

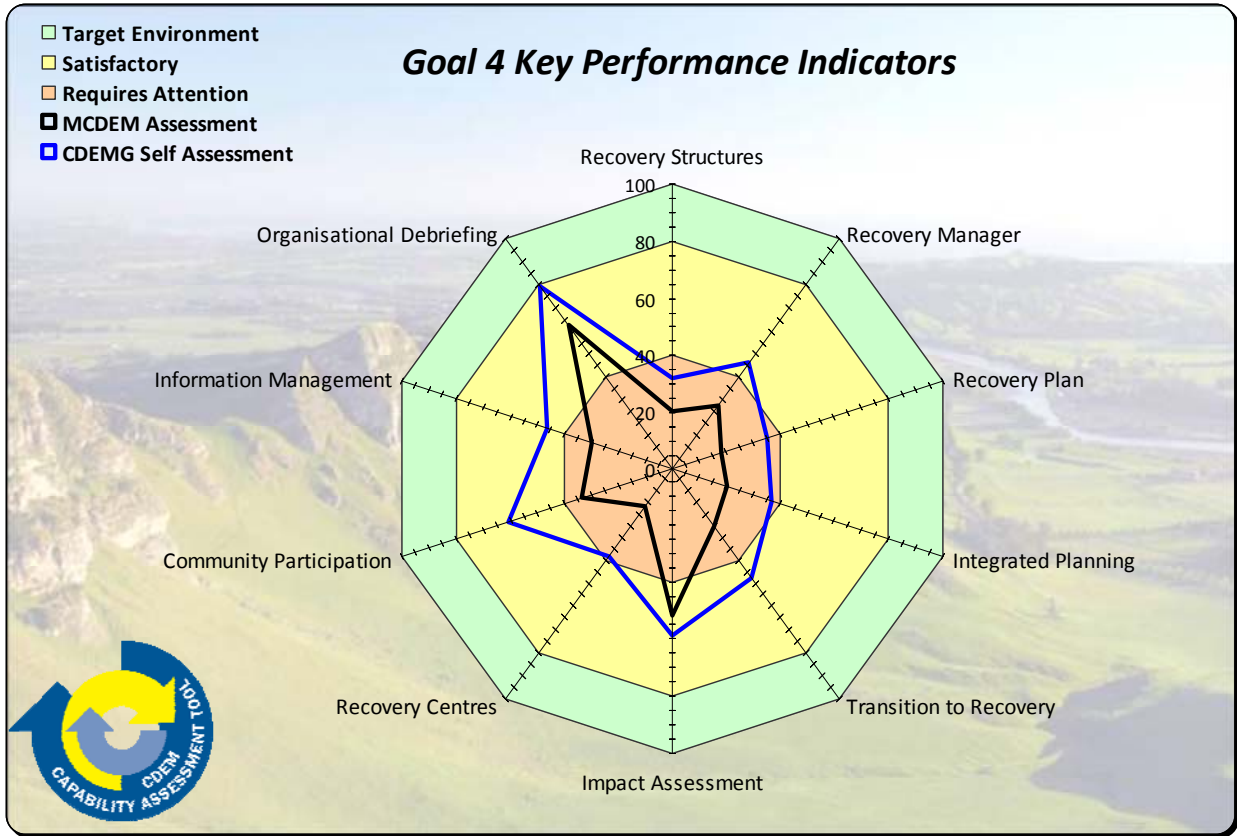
Recommendations – Medium Priority

- That the Coordinating Executive Group look at formally appointing a Lifelines Utility Coordinator, a dedicated and/or specifically-trained individual for coordination in response and recovery, to work in the Emergency Operations Centre reporting to the Group Controller.
- That the local authority planners and hazards managers are invited to become members of and attend meeting of the Lifelines Group in order to better reinforce the connectivity and arrangements between the utility providers and those responsible for district plans and environmental management.

5.3 Goal 4

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

Capability Assessment Tool Results for Goal 4



Interpretation of Results

This Goal is the lowest scoring of all the Goals – from the points of view of both the Group self-assessment and MCDEM with organisational debriefing and impact assessment the two highest points. For most other areas the Group scores themselves low in the ‘satisfactory’ zone or in the ‘requires attention’ zone, however a single respondent scoring almost all sections 100% has skewed the results.

The overall picture signifies there are some significant concerns with recovery planning and management in the Hawke’s Bay.

These issues are discussed in the following sections.

Recovery

The majority of interviewees were of the view that recovery is not well covered either conceptually or practically, in the Hawke's Bay. Generally this was viewed as being as a result of funding, priority and general understanding of the place, purpose and function of recovery. The Hawke's Bay CDEM Group does not currently have any recovery plans in place at either Group or local level.

Recovery Managers

Although a Group Recovery Manager appointment has been made, the incumbent has recently taken up another appointment that will require that appointment to be reviewed. It is worthy of note however, that although the appointment was made, the incumbent resided outside of the Hawke's Bay region. This was viewed by some interviewees as short-sighted in terms of regional ownership and understanding of the Hawke's Bay community.

Only one territorial authority has appointed a Local Recovery Manager and another territorial authority has an historic agreement with the Group Emergency Management Office to supply a Recovery Manager to fulfil the local needs as and when required. The appointed Local Recovery Manager (along with a few other members of the Group who are not appointed into Recovery Manager positions) has undertaken the Ministry of Civil Defence & Emergency Management Recovery Manager training.

It is critical that the range of skills required to perform effectively in the role of Recovery Manager are considered when appointing new managers. For any recovery to be successful, a Recovery Manager must have a good understanding of the economic, fiscal, societal, cultural and environmental vulnerabilities of the Group, 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 Plan, regional planning processes) is vital to the delivery of holistic management of risk. It also provides opportunities to advocate for reduction activities, particularly when development decisions are being made. Recovery Managers need to be able to access the policy influencing level (Coordinating Executive Group) and work with the Coordinating Executive Group to achieve holistic outcomes.

Generally it is deemed unlikely that the majority of Chief Executives and/or Mayor's understand or have been briefed on the extent of resource and funding commitment that are likely to be required in recovering from a 'typical' event. Some believe that previous drought events in the region have led to some general understanding, but this feeling was not consistent among those interviewed. Recovery is the single largest aspect of a Council's core business that could potentially sideswipe Long Term Council Community planning over the longer term – there is very little evidence that the territorial authorities fully comprehend this risk.

The formation of a relationship with the Coordinating Executive Group and the future development of a business plan that targets outcomes that integrate with the wider CDEM Group Plan will increase the effectiveness of the Recovery Managers and enhance the ability of the Group to recover. The professional development of the Recovery Managers can be enhanced by attending the MCDEM Recovery Manager training, and the Coordinating Executive Group oversight of the development of a Recovery Managers training programme for the region would be an essential complement.

Recovery Exercising

Recovery exercising is vital in keeping Recovery Managers current in their roles, integrating the role of

recovery in the Emergency Operating Centre and practicing 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.

Learning from Recovery

There is a need to learn from recovery, or feed lessons from recovery back into risk reduction, readiness and response planning. There was little evidence of recovery issues being incorporated into land-use or urban planning, or other risk management processes within individual councils. While this is a complicated and difficult area, active incorporation of 'lessons learned' from events into other areas of organisations' operations could pay dividends for the future resilience of the region.

Recommendations – Urgent Priority

- That a suitably skilled⁷ Group Recovery Manager, and an alternate, be appointed as a matter of priority.
- That the Coordinating Executive Group encourages all territorial authorities to identify and appoint Local Recovery Managers.
- That the Coordinating Executive Group develop a Group Recovery Plan which comprehensively reflects best practice as outlined in the Ministry of Civil Defence & Emergency Management's Director's Guideline on Recovery.
- That the Coordinating Executive Group ensure that Chief Executives and Mayors understand the full extent of resourcing and funding which may be required for recovery after events.

Recommendations – High Priority

- That once appointed, the Coordinating Executive Group determine 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.
- That once appointed, the Group and Local Recovery Managers meet regularly to foster greater understanding and capability amongst the regional collective of Recovery Managers.
- 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 learned from the response to and recovery from events back into risk reduction planning and activities.

Recommendations – Medium Priority

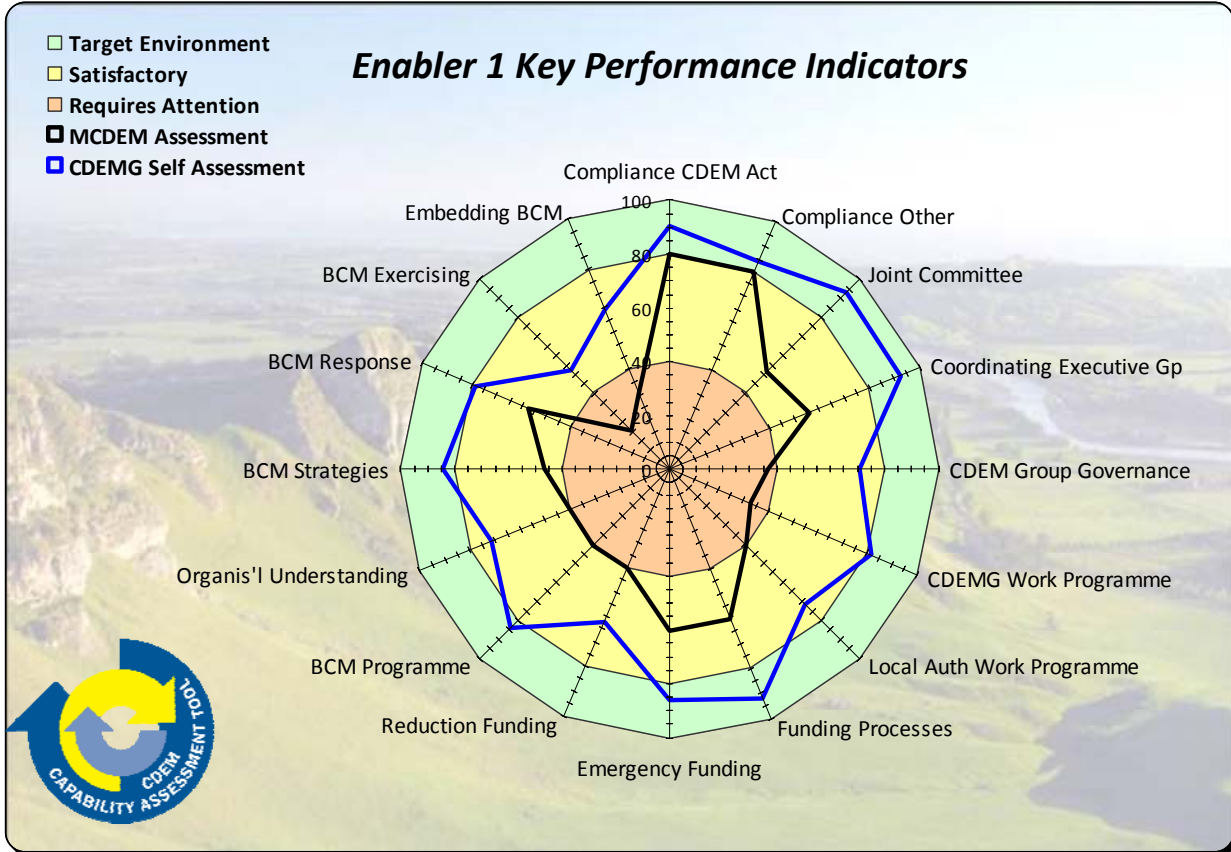
- That the Coordinating Executive Group instigates the development of a Recovery Managers training programme that is led by the Group Recovery Manager.
- That the Group Recovery Manager (and any alternates), when appointed, form a relationship with the collective of Group Controllers, emergency management staff and relevant stakeholders.

⁷ Skills and competencies required for the role of Recovery Manager can be found as part of the CDEM competency framework – Recovery Manager role map.

5.4 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.

Capability Assessment Tool Results for Enabler 1



Interpretation of Results

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.

The MCDEM and Group self-assessment scores follow loosely the same pattern across these areas, with a quite significant difference of opinion. Areas of concern – particularly from MCDEM’s point of view – fall more in governance structures, and how those structures connect, and flow down into work programmes, and business continuity management (programme, strategies, response, exercising and embedding). The major difference from MCDEM’s perspective particularly with regards to governance is the lack of understanding of roles and responsibilities.

These issues and others are discussed in the following sections

Group Organisational Structures

Consistent feedback suggests that the current Group structures (i.e. Joint Committee, Coordinating Executive Group, Group Emergency Management Office, Welfare Advisory Group, Engineering Lifelines Group) are in place, and are mostly represented at an appropriate level.

What is also evident from the interviews is that whilst the basic structures are in place and functioning, there is a necessity to strengthen these structures by actively examining roles and responsibilities, the connections between them, and enhancing linkages. Confusion is prevalent around the functioning of the Group structures. It was found that there was variable and little understanding of:

- Roles and responsibilities of each structure (of themselves and others);
- Accountabilities of each structure;
- Where the boundaries/interface points are;
- Where the overlaps are;
- Where the engagement points are, and how the various structures interact with each other;
- Processes of engagement.

An added layer of complication is the practice of Group participants of using the word "Group" for a plethora of structures. During interviewing it was frequently used incorrectly to mean the Group Emergency Management Office, the Group Emergency Operations Centre, the Coordinating Executive Group, and Hawke's Bay Regional Council. 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 Hawke's Bay CDEM Group) and to be distinguished from the Regional Council as a mechanism to ensure clarity of roles and communication. The Joint Committee is the governance role overseeing the Group functions.

There is a common misunderstanding by many participants that the Hawke's Bay Regional Council is the CDEM agency and not an equal partner or member of the Hawke's Bay CDEM Group. This is largely because many are unable to clearly distinguish between the roles of each organisation. It is important to understand that:

- The Group is a consortium of equals;
- Territorial Authorities are responsible for managing emergency response in their areas; and
- The Regional Council is the Administering Authority.

The majority of the participants in these structures have some degree of understanding of how their entity is intended to function, however this is not consistent or well developed. The second generation CDEM Group Plan should assist in providing the clarity required for these issues, but this needs to be in partnership with an explicit method of up-skilling the Group's members that contextualises the structures within the Group.

Recommendations – Urgent Priority

- That the Coordinating Executive Group determines a mechanism to ensure that participants within structures supporting the Hawke's Bay CDEM Group are fully aware of how the Group is intended to function.
- That the Coordinating Executive Group examines the connectivity of the structures of the Group with a view to determining where gaps exist, and how strengthening of connectivity could be achieved.

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 effect on the successful delivery of resilience to its communities.

It was observed that an underlying subversive culture exists within the Hawke's Bay CDEM Group which has led at some levels to partisan behaviour and a "them" and "us" mentality, referred to as "patch protection" during the interview process. It was suggested that the territorial authority versus Regional Council issues has been allowed to be brought into the CDEM context.

It was acknowledged by many interviewees that the culture of the Group is largely dissonant. It seems many layers of antipathy exist in interpersonal relationships through the spectrum to the organisational. While some progress has been made recently, there still exists the underlying subtext which results in silos of work development, and a lack of collaboration that reflects the overall lack of progress made by the Group.

Some of those interviewed felt there is a perception that CDEM is amongst the lowest of priorities for the majority of Councils and that the Civil Defence Emergency Management (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 Act will subsume most other council businesses. 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 an issue and 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 CDEM in the region.

Recommendations – Urgent Priority

- That the Joint Committee and the Coordinating Executive Group form a working group to address the culture of the Hawke's Bay CDEM Group.

Joint Committee

Joint Committee membership consists of Mayors and the Chair of the Regional Council, who is Chair of the Joint Committee. There is a variable level of understanding of CDEM processes, and in particular, the Hawke's Bay CDEM Group's structure. There is a varying level of understanding of roles and responsibilities within the membership and varying levels of engagement. In general, territorial authority Chief Executive Officers attend the Joint Committee meetings, although this does not always occur.

There is a common view that the Joint Committee is currently performing a "rubber stamping" role rather than one of active engagement and direction. The general feeling expressed by the Joint Committee members is that the "meeting is done to us" and that there is no focus for the meetings and little genuine debate. 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.

Members demonstrate a general 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.

The current Terms of Reference for the Joint Committee is that all members need to be in attendance for a quorum to be achieved. With such a small number of representatives (5), this is an appropriate requirement to ensure members can all participate fully. However, recent failure of a member to attend resulted in a special meeting needing to be held. Usually where members do not attend, deputies have been sent in their place. Though it is unclear if these members have been fully briefed or if the absent members are briefed on meeting outcomes or discussion.

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.

Recommendations – Urgent Priority

- That the Coordinating Executive Group develop and implement a tailored induction training program that is provided to incoming Joint Committee members from the 2010 election, 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 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 Coordinating Executive Group ensures the regular and ongoing clarification of roles and responsibilities for all Joint Committee representatives.
- 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 mainly chief executive officers from the local authorities and senior managers from the emergency services with additional attendees. Approximately 18 months ago territorial representation on the Coordinating Executive Group was elevated from the previous senior level managers, who did not have the full authorisation to make decisions, to the chief executives. The change in membership came about because of a lack of traction. While there has been a slow improvement, it is suggested that the current trajectory will not provide the improvements identified in this report. The CDEM Act 2002 states the composition and role of Coordinating Executive Group and while the Coordinating Executive Group meets the requirements, it does not seem to operate as well as it could.

The assessment indicates leadership within the Coordinating Executive Group is perceived to have been less than effective. This has been seen to translate to a lack of direction for the Group and could be a factor in the comments made about the culture. The Chair of the Coordinating Executive Group does not have to be the chief executive of the Regional Council. It could be argued that having the Regional Council chief executive as Chair further adds to perceptions that the Regional Council has a lead in CDEM, when it is expected to be a partner with the territorial authorities.

The lack of direction theme was strongly evidenced in the interviews, but those that completed the Capability Assessment Tool did not necessarily reflect those views in the assessment process. This may be as a result of misunderstanding the intent of the questions in that group but is considered to be 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.

There were indications from the interviews that there was doubt as to whether the roles and responsibilities of the Coordinating Executive Group were understood fully by all its participants. 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 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 restate 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 Coordinating Executive Group are at too low a level, too operationally focussed and predominantly involves receiving information and reports provided by the Group Emergency Management Office. Decisions made by Coordinating Executive Group do not tend to be passed to the Group Emergency Management Office for action, but are passed to a Regional Council staff member. This confuses the role of the Group Emergency Management Office and its relationship with the Regional Council. Any decisions made by the Coordinating Executive Group are not monitored and there seems to be little oversight by the Coordinating Executive Group of outcomes.

To improve the current situation it is suggested that the Coordinating Executive Group adjust its focus toward demonstrating leadership of CDEM in 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 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.

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 co-ordination and encourage collaboration.

Some other CDEM Groups have found it helpful to divide the Group's work programme into themes and workstreams often structured around the 4Rs with each workstream assigned to a specific member of Coordinating Executive Group for supervision and reporting but implemented through staff contributed 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.

Coordinating Executive Group meetings are currently scheduled to be held every six months. Recent activity in the Group has led to more frequent meetings. Nationally the CDEM Groups with the more successful Coordinating Executive Groups meet at least quarterly. Post monitoring and evaluation report 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.

Interviewees explained that minutes were taken of Coordinating Executive Group meetings but it was not clear who was responsible for the actions arising. In addition it was reported that the minutes are not circulated in a timely manner and usually arrived just before the next meeting. Given the period between the meeting and reviewing the minutes, comment was made that it was difficult to recall if the minutes really reflected what was discussed at the time.

Recommendations – Urgent Priority

- That the Coordinating Executive Group review 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 develop and implement 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.

Recommendations – High Priority

- That the Coordinating Executive Group consider 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 consider 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.
- That the Coordinating Executive Group ensures the regular and ongoing clarification of roles and responsibilities for all Coordinating Executive Group representatives.

Group Emergency Management Office

The Group Emergency Management Office is administered by the Hawke's Bay Regional Council. The office is located in Napier and services the entire region. Staffing for the office consists of one fulltime emergency management officer (titled Group Coordinator).

Comment provided indicates there is considerable confusion about the identity of the Group Emergency Management Office, its role and who it reports to. More often than not the Group Emergency Management Office is referred to as the "Regional Council" and reference made to the Regional Council delivering CDEM as opposed to the Group. It was observed that the Hawke's Bay CDEM Group as an entity has a very low profile even among those who are participants in its work. The lack of a distinct identity contributes in no small way to the underlying misapprehension within the Group about the role and function of the Group Emergency Management Office and the Regional Council in CDEM.

In addition, the current reporting structure for the Group Emergency Management Office confuses the situation further. The Group Emergency Management Office staff are meant to report to the Hawke's Bay Regional Council as the administering authority for performance and administration (essentially rations and quarters). But that reporting line should not be confused with the responsibility for directing and monitoring the Group Emergency Management Office's day-to-day work and priorities, which is the responsibility of Coordinating Executive Group and exercised through the Chair. The current arrangement in practice sees the Group Emergency Management Office reporting in both aspects to an officer of the Regional Council. There is an urgent need for the Coordinating Executive Group to review the identity of the Group Emergency Management Office and the arrangements used to task and monitor its work with a view to ensuring there is some separation between the functions and roles of the administering authority and those of the CDEM Group's Coordinating Executive Group.

Participants expressed a significant level of concern about the workload, capacity and direction of the Group Emergency Management Office. The majority spoken to believe the Group Emergency Management Office is understaffed. Phrases such as "rudderless ship", "lack of direction", and "operating in a vacuum" were used to describe the office and all interviewees suggested the role of the Group Emergency Management Office needs to be clarified. It was telling that none of those interviewed could clearly and accurately describe the role of the Group Emergency Management Office.

A comparison of the number of staff employed in Group Emergency Management Offices in Groups with similar sizes and range of hazards as Hawke's Bay shows that Hawke's Bay is currently staffed to a lower level. Others such as Southland with a population of 93,000 employs four fulltime staff, Northland with a population of 153,000 employs 3.5 staff, and Nelson Group with a population of 90,000 employs three. All else being equal, this comparison indicates Hawke's Bay could benefit from reviewing the number of staff employed in the Group Emergency Management Office.

Recommendations – Urgent Priority

- That the Coordinating Executive Group establishes a clear CDEM structure for delivery of CDEM in Hawke's Bay Group Emergency Management Office.
- That the Coordinating Executive Group undertakes analysis to determine the number of full time staff required to deliver CDEM for the Hawke's Bay CDEM Group (this should include an administrative support component).
- That the Coordinating Executive Group examine the identity the Group Emergency Management Office has and determine a mechanism to ensure that Group participants understand the distinction between it and the Hawke's Bay Regional Council.
- That the Coordinating Executive Group review the reporting structure of the Group Emergency Management Office to clearly distinguish between business management and performance management.

CDEM Work Programmes

The Hawke's Bay CDEM Group currently does not have a Group Work Programme. As an outcome of Exercise *Bay Vac* in 2009, the Group introduced three work streams. Some but not all territorial authorities have local work programmes, which vary greatly from well defined and monitored to non existent.

Common business practice requires the development and approval of a work programme that is aligned to deliver the outcomes stated in a wider plan or strategy, in this case the CDEM Group Plan. This provides for coordinated targets and milestones which can be easily monitored and adjusted as necessary.

The Group's three work streams are not well understood across the Group, and there is no ownership or champion identified at the Coordinating Executive Group level. Additionally, with the results of the Monitoring and Evaluation process, and the lead in to the review of the CDEM Group Plan, the Group would benefit from having a work programme, which then devolves to local work programmes and includes initiatives in fields such as lifelines or welfare.

Some tension exists between member organisations around priorities and local resources available for Group outcomes. The challenge for the successful delivery of Group and local work programmes will be individual member authority's commitment, understanding and resourcing to give effect to the stated desired outcomes.

Many of the territorial authority Emergency Management Officers are dual role Civil Defence and Rural Fire and some with other additional responsibilities as well. Only one Emergency Management Officer is fulltime CDEM. This leads to a conflict of priorities, especially during the summer period of greater rural fire risk. The work programme needs to take this into account.

Recommendation – Urgent Priority

- That the Coordinated Executive Group undertake a prioritised, detailed analysis of the proposed second generation CDEM Group Plan to determine how the Group work programme can give effect to the desired outcomes, in a coordinated and integrated manner, and which is adequately resourced over the lifespan of the CDEM Group Plan.
- That the Coordinating Executive Group determines a mechanism to ensure that it has oversight of the development and delivery of the Group work programme

Recommendations – High Priority

- That the Coordinating Executive Group determine the level of individual member authority commitment, understanding and resourcing to give effect to the stated work programme outcomes.

Group Funding

The Group Emergency Management Office is funded for administration and Group projects through part of the Hawke's Bay Regional Council general rates. It is unclear if an analysis of the CDEM Group Plan has been undertaken to determine if funding arrangements are satisfactory, and it is unclear to Group members how territorial authorities have input into the budget's development. Territorial authorities contribute to two projects, public education communications/advertising and lifelines, with the amount paid being proportional to population base (Wairoa District Council 7%, Napier City Council 35%, Hastings District Council 45%, and Central Hawke's Bay District Council 13%).

Costs associated with territorial authorities implementing CDEM arrangements within their organisation are borne by that member. Each territorial authority sets their own civil defence rate for the delivery of CDEM. The amount budgeted for the delivery of civil defence by local authorities is seen as a delicate issue, especially recently where most councils have restraints on spending. Constraints on funding for local initiatives are viewed as impacting on the ability to deliver locally. Civil defence at a local level is almost universally seen as an area where costs can be cut to achieve other outcomes within a territorial authority bottom line.

The Coordinating Executive Group does not receive any budget information nor is approval sought for any spending. As such the Coordinating Executive Group has no real ownership or understanding of how the allocation of funding or setting of priorities for CDEM projects is contextualised. This is a significant omission in the management of CDEM for the Hawke's Bay Group and tends to reinforce a perception that CDEM in Hawke's Bay is a responsibility of the Regional Council.

Recommendations – High Priority

- That the Coordinating Executive Group require the implementation of a transparent budget reporting mechanism (similar to that used by the Auckland and Bay of Plenty Groups) to be used by the Group Emergency Management Office.
- That the Coordinating Executive Group examines the issue of local-level funding with a view to identifying and addressing any cultural trends that may exist.

Business Continuity Management

Business Continuity Management is an area which has almost universally been overlooked across all agencies in the Hawke's Bay 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 recent H1N1 Influenza A Novel virus pandemic highlighted the need for Group members to consider business continuity management. It is widely acknowledged that prior to this occurrence the concept had not been given as much attention as it could have. It is generally considered that it is still not well understood and/or implemented as a practice – the focus being predominantly on back up systems, software and facilities. Some have identified alternate buildings, including alternate Emergency Operating Centre sites should their main council building be inoperable. While some 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.

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. There are many resources on the internet regarding business continuity management, and MCDEM may be able to provide guidance and assistance.

Recommendations – High Priority

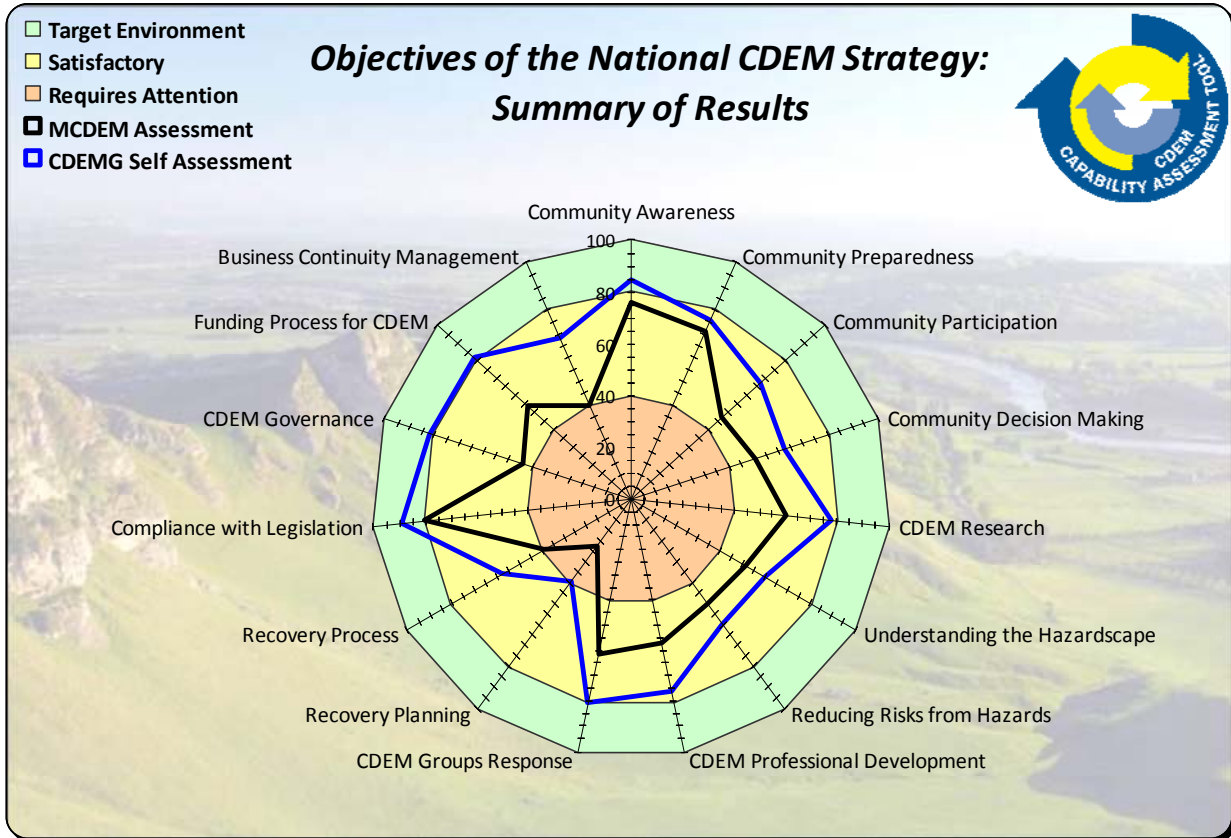
- That the Coordinating Executive Group collectively determine a priority for business continuity management and how this can best be achieved for the representative agencies across the Hawke's Bay CDEM Group in the spirit of the CDEM Act 2002.

Note: A full list of recommendations for Goals 1-4 and Enabler 1 is in the front of the report.

5.5 Summary of Results

This section presents the overall CDEM Capability Assessment Tool results (by spider diagram and table of scores) for the Hawke's Bay 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 Hawke's Bay CDEM Group is reasonably satisfied with their capability in most areas of CDEM. Recovery is the main exception, falling into the 'requires attention' zone. Community awareness, CDEM Groups response, compliance with legislation, CDEM governance and funding process for CDEM are the areas considered strengths within the Hawke's Bay CDEM Group, reaching the 'target environment' zone.

MCDEM's scores of the Group typically average 10 - 15% lower than the Group's self-assessment scores. Again, Group members score themselves or their individual organisation higher in most of the assessment areas and MCDEM, taking the Group-wide perspective, has them overall scoring lower.

The overall scores (71.9% Group self-assessment, 51.3% MCDEM assessment) fall in the 'satisfactory' zone, but there are clearly some improvements and gains to be made in the future.

TABLE 3: SUMMARY OF RESULTS FOR THE HAWKE'S BAY CDEM GROUP

Results for Goal 1		MCDEM Assessment				CDEMG Self Assessment			
Code	Description	Score	Ratio	Weight	Wt Sc	Score	Ratio	Weight	Wt Sc
G1A	Increase the level of community awareness and understanding of the risks from hazards	76.0	40.0%	40.0%	30.4	84.7	40.0%	40.0%	33.9
G1B	Improve individual and community preparedness	70.8	20.0%	20.0%	14.2	74.9	20.0%	20.0%	15.0
G1C	Improve community participation in CDEM	47.0	10.0%	10.0%	4.7	66.4	10.0%	10.0%	6.6
G1D	Encourage and enable wider community participation in hazard risk management decisions	50.3	30.0%	30.0%	15.1	61.8	30.0%	30.0%	18.5
Results for Goal 2		MCDEM Assessment				CDEMG Self Assessment			
G2A	Improve the coordination, promotion and accessibility of CDEM research	60.4	10.0%	12.5%	7.6	77.8	10.0%	12.5%	9.7
G2B	Develop a comprehensive understanding of New Zealand's hazardscape	50.7	35.0%	43.8%	22.2	59.5	35.0%	43.8%	26.0
G2C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels	49.7	35.0%	43.8%	21.7	59.6	35.0%	43.8%	26.1
G2D	Improve the coordination of government policy relevant to CDEM		20.0%	0.0%	0.0		20.0%	0.0%	0.0
Results for Goal 3		MCDEM Assessment				CDEMG Self Assessment			
G3A	Promote continuing and coordinated professional development in CDEM	56.4	5.0%	14.3%	8.1	76.0	5.0%	14.3%	10.9
G3B	Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies	60.8	30.0%	85.7%	52.1	80.1	30.0%	85.7%	68.7
G3C	Enhance the ability of emergency services to prepare for and manage civil defence emergencies		16.3%	0.0%		82.3	16.3%	0.0%	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%	
Results for Goal 4		MCDEM Assessment				CDEMG Self Assessment			
G4A	Implement effective recovery planning activities	22.1	50.0%	50.0%	11.1	39.4	50.0%	50.0%	19.7
G4B	Enhance the ability of agencies to manage the recovery process	38.6	50.0%	50.0%	19.3	57.3	50.0%	50.0%	28.7
Results for Enabler 1		MCDEM Assessment				CDEMG Self Assessment			
E1A	Comply with relevant legislative frameworks	80.0	5.0%	5.0%	4.0	88.7	5.0%	5.0%	4.4
E1B	Implement effective organisational structures for CDEM	43.3	50.0%	50.0%	21.6	81.2	50.0%	50.0%	40.6
E1C	Ensure agencies have funding for civil defence emergency management	53.3	20.0%	20.0%	10.7	81.6	20.0%	20.0%	16.3
E1D	Ensure agencies are able to function to the fullest possible extent during and after an emergency	38.9	25.0%	25.0%	9.7	67.9	25.0%	25.0%	17.0
RESULTS BY GOAL		MCDEM Assessment				CDEMG Self Assessment			
Goal 1	To increase community awareness, understanding, preparedness and participation in civil defence emergency management	64.3	13.3%	13.3%	8.6	74.0	13.3%	13.3%	9.9
Goal 2	To reduce the risks from hazards to New Zealand	51.5	13.3%	13.3%	6.9	61.8	13.3%	13.3%	8.2
Goal 3	To enhance New Zealand's capability to manage civil defence emergencies	60.2	30.0%	30.0%	18.1	79.5	30.0%	30.0%	23.9
Goal 4	To enhance New Zealand's capability to recover from civil defence emergencies	30.3	13.3%	13.3%	4.0	48.3	13.3%	13.3%	6.4
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	46.0	30.0%	30.0%	13.8	78.3	30.0%	30.0%	23.5
OVERALL SCORE		51.3				71.9			

KEY

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

	Target Environment
	Satisfactory
	Requires Attention

6 Conclusions

The Hawke's Bay region has significant hazards and risks and a history of events and emergencies. The Monitoring and Evaluation process shows the Hawke's Bay CDEM Group to be capable in most areas of CDEM and meeting the requirements of the legislation. There is a high awareness of the need to be prepared and the Group is able to manage local events of short duration. Fortunately, it has not yet been tested in an extended response, which makes the true degree of readiness and resilience an unknown.

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 has waned and it is meandering. The assessment has identified some key areas that warrant review and improvements. The performance of the Group could be enhanced through adjustments in aspects of governance including leadership and organisational culture. The evaluation suggests the following areas as priorities for attention:

- Definition of the CDEM Group's roles, responsibilities and structures.
- Leadership by the Joint Committee and Coordinating Executive Group to provide the Group with direction and priorities.
- Generating an effective organisational culture for the structures, identities and arrangements through which CDEM is delivered in Hawke's Bay.
- 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 Hawke's Bay CDEM Group has made some advances over the past few years but overall the evaluation indicates that many aspects of CDEM are not working as they should and the Hawke's Bay Group can do better. The review and revision of the CDEM Group Plan provides the Group the opportunity to revisit and revise the strategic direction for the Group, to ensure appropriate structures and governance arrangements and resources are in place to promote the delivery of a level of CDEM to the community that is appropriate to the hazards and risks and contributes to higher levels of resilience.

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

#	Goal	#	Objective	#	Key Performance Indicators
G2	To reduce the risks from hazards to New Zealand	A	Improve the coordination, promotion and accessibility of CDEM research	1	CDEM research is undertaken
				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
		C	Ensure agencies have funding for civil defence emergency management	4b	[LOCAL AUTHORITY ONLY] Local authority work programmes are planned, monitored, and effective in achieving CDEM objectives
				1	Funding arrangements are transparent and accounted for
				2	Mechanisms are in place to be able to source emergency funding
		D	Ensure agencies are able to function to the fullest possible extent during and after an emergency	3	Hazard reduction funding has transparent funding formulas and is prioritised to risk
				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				