

Report 10.542
Date 10 September 2010
File Z/1/4/19

Committee CEG
Author Bernie Goedhart, Chair, Shared Services Steering
 Committee

Sharing of CDEM Services

1. Purpose

To inform the Co-ordinating Executive Group (CEG) about the progress made regarding the sharing of CDEM services in the Wellington region.

2. Background

In early 2009 Chief Executives from the Wellington region have identified a number of opportunities where potential benefit could be found for sharing services. Emergency Management was one of the areas identified and consequently a working party of officers was established to pursue these opportunities.

A meeting of all emergency managers was called for on 5 March 2009 at the Hutt Valley Emergency Management Office.

The attendees were briefed on the process undertaken to arrive at Emergency Management as a candidate for the shared services investigation.

The group decided that the best way to identify potential aspects for sharing services was to list activities under the headings of Reduction, Readiness, Response and Recovery (known as the 4 R's) and identify what was already being shared and what could further be advanced.

A comprehensive list of activities was identified. After going through all four R's only readiness and response were considered to offer real opportunities for added value as shared services.

Risk reduction was seen as a crucial element for managers to be involved at the individual district planning and asset management planning process (i.e. storm water, road infrastructure, and building consents).

Recovery from any emergency whether it be district, regional or cross boundary has specific issues for each district or city, however there is a role for the Group to coordinate activities where appropriate.

Public education, training, communication systems, and Standard Operating Procedures (SOP) were identified as having the greatest potential for enhanced service delivery.

There is already a degree of service sharing in place at present; however resource constraints have limited the amount of cooperation available. For example, there is one identified training officer employed by the Greater Wellington Council for in house training but this resource is mainly used for training of key Emergency Management staff rather than expanding this service to other volunteers that assist within the EOCs and Welfare Centres during an emergency.

3. Progress

3.1 Initial report from Kestrel Group to Chief Executives (February 2010)

The Kestrel Group was appointed by the Chief Executives (through the CDEM Shared Services Steering Committee) to investigate the CDEM structure in the Wellington region and to table recommendations on how CDEM services could be shared more effectively.

A total of twenty-one specific recommendations were made in support of the Group's structure and arrangements. The recommendations were grouped under six category headings. The six are:

- 3.1.1 The establishment of an enhanced CDEM Group Office** with a wider scope of empowerment to provide direction and the rebranding of the office and operations centre to Wellington Region Emergency Management Office (WREMO) and Emergency Coordinating Centre (ECC) respectively. This will better reflect its functionality during both 'normal time' and emergency time'
- 3.1.2 The establishment of a Sub-Committee to the Coordinating Executive Group (CEG)**, to provide operational direction for the WREMO, ensuring the strategic direction from the CEG is implemented as well as meeting operational goals and objectives.
- 3.1.3 Wellington City, Porirua City and Kapiti Coast District Council develop a Memorandum of Understanding**, exploring all possible options to optimise operational synergies between their respective CDEM staff.
- 3.1.4 The amalgamation of the Wairarapa councils' emergency management functions** into a new Wairarapa Emergency management Office. The optimal structure is to be further investigated and determined by the Wairarapa Council's CDEM staff.

3.1.5 To adopt the ministry of CDEM’s Competency Framework across the Wellington region to provide a basis to:

- Improve current Controller arrangements and train suitable emergency management officers to have dual roles as Alternative Group Controllers and emergency management officers.
- Upgrade current Recovery Manager arrangements (i.e. individuals selected on the basis of their operational suitability and availability during and following an emergency event).

3.1.6 Establish active representation from the Lifeline Utility sector on the CEG.

The CE Group’s direction was that prior to any implementation of the first two recommendations, a report to the CE group was required showing the benefits, costs and implementation plan. These two areas are discussed latter in this report.

WCC, PCC and Kāpiti would develop their MOU without further input from the Shared Services.

The Wairarapa councils could move to a single Emergency Management Office, with support from the shared services group. Assistance for this would be provided by the group.

The adoption of the MCDEM Competency Model could be implemented by the Group Office. This has been agreed on by the Chief Executives Group but a formal agreement by the CEG and a programme for implementation throughout the group needs to be agreed on through the Group Plan.

Establishing a representation of the Lifeline Utility Sector on the CEG should be followed up, particularly given the response required in a major event as demonstrated by the Christchurch earthquake. The Group Office should take on the responsibility for engaging with the Utility sector, as well as building stronger relationships with Health, Police and Fire services at the CEG level.

3.2 Specifically related to the enhanced CDEM Group Office, the following was recommended by Kestrel:

An enhanced CDEM Group Office be established with a wider scope and empowerment to provide direction

- The ‘Wellington Region Emergency Management Office’ (‘WREMO’) [working title] is formed as an enhanced Group Office by defining a wider series of regional portfolio responsibilities.
- Regional direction across planning and preparedness is to be provided by the enhanced Group office
- The manager of WREMO is to be provided with authority to provide direction across the Group for planning and preparedness

- The manager of WREMO would report to and be accountable to the Chair of CEG (not the Chief Executive of the host organisation for WREMO).
- Day to day oversight of WREMO and support of the WREMO Manager should be provided by a Management Committee as a Sub-Group of the CEG.
- WREMO should have its own identity, separately identifiable from the host organisation as far as is practicable.
- WREMO should have a separate budget established, working to a five year forward plan but based on a three year review in line with LTCCP processes.
- The current funding mechanism should be reviewed in order to achieve more forward-looking and sustainable budget arrangements.

3.3 The Activated role of the Group Office should also be reviewed at the same time as the normal operating role. Kestrel's recommendation for this was:

- In recognition of its co-ordination role in support of the four local EOCs, it is recommended that the Group Emergency Operations Centre be renamed the Group Emergency Co-ordination Centre (GECC).
- A review of the role, resourcing, physical requirements and location of the GECC should be separately undertaken for various event scenarios, and specific consideration be given to minimising the current operational facilities at GWRC.
- Part of this review should include consideration of basing the Group Office response operations staff at WEMO, thereby optimising the use of that facility and reducing the extent of operational equipment and training at the Group Office.

Added to the expansion of the Group Office function will be the review of developing Alternate Group Controllers from existing Emergency Management Officers, as recommended by Kestrel. The Kestrel recommendation needs some alteration as there will not be four Emergency Management Areas as they proposed, but Wellington, Porirua, Masterton and the Hutt EMOs could be developed to provide the region with these more flexible resources. Kestrel's recommendation related to controllers was:

Controller Arrangements to be Upgraded

- The principal Group Controller should be selected on the basis of operational experience and the ability to lead in a crisis situation, and should be actively engaged in the work of the Group Emergency Management Office.
- The Controllers of the four proposed Emergency Management Areas should be selected on a similar basis, and should be designated as Alternate Group Controllers and trained accordingly.

The separation of Rural Fire from the CDEM review was agreed to at the last CE Forum.

Other Recommendations

- The selection of the Recovery Managers of the four proposed Emergency Management Areas needs to reflect the operational suitability and availability of the individuals during and following an emergency event. They should be designated as Alternate Group Recovery Managers and trained accordingly.
- Under the enhanced Group Office arrangements, there should be a person responsible for actively managing relationships with regional and national lifeline utilities.
- The Lifeline Utility sector should be represented on CEG.

3.4 Proposals in principle adopted by the Chief Executives on 16 April 2010

4. Progress to date

The implementation of the recommendations accepted by the CE group has been slow, with resources being distracted by business as normal requirements. This is not uncommon within the Shared Services programme, balancing costs, external resources and the need to have staff engaged in the process.

Investigations (meetings, visits and discussions) revealed that it would not be feasible to co-accommodate the CDEM Group office at the Wellington City Emergency Management Office (WEMO) due to lack of office and operations space. The activation of both operations centres will require at least 20 to 30 staff each, which can not be accommodated in the WEMO building unless the building is extended. This will be validated after the review of the Activated Group Office.

In the interim, work has been done by the Group Office to identify other locations that can be used if the existing Greater Wellington building is condemned or unusable during an emergency. This is identified in the Group Plan.

It has been suggested that more interaction between Controllers and between Recovery Managers is required. This requires more commitment by some Controllers and Recovery managers to attend scheduled workshops, but the benefits to greater interaction between these two disciplines would be invaluable during an emergency.

Where possible, the go-forward work should be allocated to Emergency Management staff as part of a continuous improvement programme rather than a restructure approach. This fits better with changes to the Group Office, which is seeking to enhance the services provided by that office rather than any major restructure.

5. Next steps

All the emergency management officers in the region are in favour of this 'sharing of services' project continuing and all are in favour of the six recommendations made to the Chief Executives on 16 April 2010.

The proposals could be implemented in various ways.

The Emergency Managers of the region are well equipped to work with the Kestrel Group to develop an implementation plan along with timelines that realistically show when and how those shared services can be provided and funded. This should feed into the new CDEM Group Plan.

The Kestrel Group will be tasked with reviewing the CEG terms of reference and membership for the proposed Sub-Committee of CEG. Kestrel needs to provide draft documents for the Steering Group to review which, in turn, will be followed by a report from the Steering Group to the CEG for consideration.

6. Conclusion

These recommendations are presented as the optimum structure and arrangements at the current level of resourcing for CDEM in the Wellington region. They build upon previous CDEM findings and recommendations prepared over the past decade in looking at alternative CDEM structures to best serve the Wellington region. The integrated planning and delivery capability outlined should provide a platform that is capable of delivering key functions and meeting expectations at both regional and local levels, provided there is a willingness on the part of the organisations and individuals to work together collectively.

7. Recommendations

That CEG:

1. *Notes that the CE Group has instructed the CDEM Shared Services Steering Group to:*

- 1.1 *To report back on the establishment of an enhanced CDEM Group Office with a wider scope of empowerment to provide direction and the rebranding of the office and operations centre to Wellington Region Emergency Management Office (WREMO) and Emergency Coordinating Centre (ECC) respectively. This will better reflect its functionality during both 'normal time' and emergency time'*
- 1.2 *To report back on the establishment of a Sub-Committee to the Coordinating Executive Group (CEG), to provide operational direction for the WREMO, ensuring the strategic direction from the CEG is implemented as well as meeting operational goals and objectives.*

- 1.3 *For Wellington City, Porirua City and Kapiti Coast District Council develop a Memorandum of Understanding, exploring all possible options to optimise operational synergies between their respective CDEM staff.*
- 1.4 *For the amalgamation of the Wairarapa councils' emergency management functions into a new Wairarapa Emergency management Office to be further investigated and determined by the Wairarapa Council's CDEM staff.*
- 1.5 *To adopt the ministry of CDEM's Competency Framework across the Wellington region to provide a basis to:*
 - *Improve current Controller arrangements and train suitable emergency management officers to have dual roles as Alternative Group Controllers and emergency management officers.*
 - *Upgrade current Recovery Manager arrangements (i.e. individuals selected on the basis of their operational suitability and availability during and following an emergency event).*
- 1.6 *To establish active representation from the Lifeline Utility sector on the CEG.*
2. *Notes that the CE Group authorised the appointment of the Kestrel Group, in consultation with the Emergency Managers of the Wellington CDEM Group, to develop an implementation plan along with timelines and how those shared services can be provided and funded. The Plan will be reported to CEG at its next meeting for consideration.*
3. *Notes that the CE Group authorised the appointment of the Kestrel Group to develop Terms of Reference for the proposed Sub-Committee of CEG.*
4. *Requests the CDEM Sharing of Services Steering Group to consider the Kestrel findings on the Terms of Reference for the Sub-Committee of CEG and report back recommendations to the next CEG meeting*

Report prepared by:

Bernie Goedhart
Chair, CDEM Shared Services Steering
Committee