



Wellington

Civil Defence Emergency Management

Capability Assessment Report 2.0

April 2015

Contents

Executive Summary.....	3
Goal One Increasing community awareness, understanding, preparedness and participation in CDEM.....	4
Goal Two: Reducing the risks from hazards	7
Goal Three: Enhancing capability to manage emergencies.....	9
Goal Four Enhancing capability to recover from emergencies.....	12
Enabler One: Governance and management arrangements	14
Enabler Two: Organisational resilience.....	17
Conclusions 	19
Appendix 1: Capability Assessment process and interviews.....	22

Executive Summary.

This report presents the results of the Capability Assessment of the Wellington CDEM Group undertaken in February 2015. The report is informed through the data provided by member agencies through the self-assessment tool, a review of key CDEM doctrine provided by the Group and through a qualitative interview and workshop component.

The Wellington Group has been highly self-reflective in its completion of the Capability Assessment tool, and participants in the interview process were open and reflective of current CDEM capability. Given the significant change process undertaken by the Group following the 2011 Capability Assessment, the Wellington CDEM Group has made a considerable improvement in its score and should be congratulated for this and the engagement of its member agencies. Whilst there are some areas that the Group has highlighted as areas for improvement, there are others where efforts are innovative, community driven and set a standard for New Zealand to follow.

This report makes only one recommendation for the Group to assess its position and develop an appropriate corrective action plan that will enable its continuous improvement. It is intended that the process of corrective action planning should benefit the whole Group through a collaborative process that supports improvements across its member agencies, and levers from existing local good practice. Whilst not a requirement of this capability assessment process, local authorities and shared service arrangements may also benefit from corrective action planning. The process is likely to inform annual work plans and Group Plan development where appropriate.

Scores:

The comparison score makes a direct correlation to the content of the 2011 tool and is provided to the Group to enable a direct comparison with the 2011 score. The Wellington Group score reflects the content of the new tool (which includes revisions in Goal 2, the addition of community resilience in Goal 1, revision of content around volunteers in Goal 1, and the addition of Enabler 2). The Wellington Group score is comprised of each of the member agencies (local and Group level) with the weighted combination forming the new score for the Wellington Group.

Scores that have been provided directly to local authorities on its CDEM performance are not moderated by MCDEM and reflect the combined self-assessment scores provided by representatives of that local authority. Local scores are not specifically examined in this report.

2011 Wellington Group score	44.2
2013 Target set by Director MCDEM	56.0
2015 Wellington Group comparison score	68.6
2015 Wellington Group score	68.6

Goal One Increasing community awareness, understanding, preparedness and participation in CDEM.

This section of the report focuses on the following activities;

- Public education, awareness and preparedness
- Public information management
- Community resilience
- Investing in communities and developing social capital
- Volunteer programmes
- Promulgation of hazard risk information to communities.

2015					85.5	
2011				63.4		
	unsatisfactory	developing	advancing		mature	

The overall score for goal one is 85.5 which indicates a mature state for the Group. This is a significant increase on the 2011 score of 63.4. Detailed score breakdown by key performance indicator is in table 1.

Goal 1: To increase community awareness, understanding, preparedness and participation in CDEM			MCEM SCORE	CDEM GROUP SCORE
#	Key Performance Indicators	Performance Measures		
Results For Goal 1				
Weighted Score by Key Performance Indicator				
G1A-1	Public education programme on hazards and risks	is planned, coordinated and given priority by the organisation	88.6	88.6
G1A-2	Awareness-building opportunities are proactively pursued		94.2	94.2
G1A-3	Public information management is planned, coordinated and given priority by the organisation		70.0	67.5
G1A-4	Public information manager is appointed and resourced to be able to do the job		80.0	80.0
G1B-1	A deliberate, strategic, and coordinated approach to community resilience is taken		92.8	92.8
G1B-2	Community resilience and related programmes are monitored and reviewed		69.0	69.0
G1B-3	The preparedness message is disseminated using multiple methods		94.7	94.7
G1C-1	Communities are supported to enhance their capacity and capability		93.0	93.0
G1C-2	Social capital is invested in as a method of enhancing community resilience		92.9	92.9
G1C-3	Volunteer participation in CDEM is supported and encouraged		84.8	84.8
G1D-1	Information on hazards and risks is readily available to the public		93.1	93.1
G1D-2	Community input on hazard risk management is sought, and 'acceptable levels of risk' defined		57.9	57.9
Weighted Score by Objective				
G1A	Increase the level of community awareness and understanding of the risks from hazards		83.4	82.9
G1B	Improve individual and community preparedness		89.9	89.9
G1C	Improve community participation in CDEM		90.1	90.1
G1D	Encourage and enable wider community participation in hazard risk management decisions		75.5	75.5
Weighted Score by Goal				
G1	To increase community awareness, understanding, preparedness and participation in civil defence emergency		85.5	85.3

Table 1: Goal 1 scores by Key Performance Indicator and Objective.

Areas of strength

Awareness building / the preparedness message

These are both high performing areas for the Wellington Group with scores sitting at the upper end of the mature scoring zone. The Group uses a range of tools and approaches to work with communities to strengthen their awareness of hazard risk and to support them in being better prepared to manage and recover from emergency events. Examples of work in this area include the “It’s Easy” suite of publications, the water tank project and the blue line tsunami project which won the Global and Oceania awards for a number of projects by the International Association for Emergency Managers in 2012, 2013 and 2014. In addition to specific projects, WREMO have a website specifically dedicated to providing awareness and preparedness messaging for communities. Further to this, WREMO effectively uses its Facebook site to grow a community who is informed and prepared for emergencies. Following a very deliberate approach, the intent was to step up engagement in this space and create a feeling for Facebook followers of having “an advisor on the inside”. This has proven very effective during and following the storm and earthquake events of 2013/14¹ which increased both reach and followers. The platform for an increased opportunity to provide awareness messaging is now greater than any other CDEM group in New Zealand, and the Group should be congratulated for this innovative, and now followed approach to engaging communities regularly in public awareness messaging.

Community participation in CDEM

The Wellington Group Plan has a very deliberate focus on the community. This approach is reflected in much of the work that WREMO do towards improving individual and community preparedness and this is aligned with objectives in its business plan. A team of seven staff, headed by a manager deliver a range of programmes that include public education; community resilience work; volunteers and improving understanding of local hazard risk (see awareness building section above). The team share the responsibility for delivery across all of these areas, with individuals having an oversight role in particular specialisms. In addition, team members act as local area advisors who champion and maintain specific relationships with the respective local authority partners. Key objectives in this area include strengthening community ownership; provision for vulnerable communities and building community capability and capacity.

Engagement within the community is driven by an approach that includes meeting the needs of the end user, working with communities to identify solutions and having a longer term focus on networks and resilience rather than the preparation of documents or plans. The community resilience team work within a ‘continuum of engagement’ that meets the differing requirements of individuals and communities; from a more passive engagement via Facebook through to becoming a CDEM volunteer with a range of other approaches in between. Quarterly reporting to CEG and the Joint Committee provides clear KPI driven information on progress in this area and this is supported by additional narrative. The community resilience team are actively encouraged to research and test ideas, tell stories to share concepts and modify approaches to meet the audience they are working with. Although perhaps not a new concept in terms of general community engagement, in the area of emergency management, it is. Interviews with local authority senior staff and mayors indicated that they tended to be more comfortable and confident with the traditional approach to emergency management (focusing on emergency operation centre activities) and were less familiar with the approach taken by the community resilience team. That said, experiences in recent emergency events demonstrated the value of this work and all were supportive of its contribution, with many indicating that they would like to understand more about what this meant for their local communities. The Wellington Group scores in this area fall in the mature category and reflect the effort and approach to strengthening community engagement in CDEM. The Group is to be congratulated on this score.

¹ Wellington storm June 2013; Lake Grassmere earthquake August 2013 and Eketahuna earthquake January 2014

Areas for improvement

Monitoring of community resilience work

Whilst this score is slightly lower within the overall community resilience focus, work is currently underway to examine how the Group could best monitor its growing community resilience. WREMO has established relationships with other stakeholders and commenced project work to evaluate the impact of its activity with the community. Following further development of its recovery framework and approach, WREMO have indicated that it will be in a position to develop a comprehensive set of resilience metrics. Given the advanced nature of the Group's community engagement work and their involvement as an International Centre of Excellence for Community Resilience², any monitoring metrics are likely to be of interest to most CDEM Groups embarking on work in this area.

Community input to hazard risk management

This area of the tool examines how local authorities identify and engage with communities that are vulnerable to hazard risk, including their involvement in determining 'acceptable' risk and risk management options. Scores in this part of the tool are variable but fall generally into the developing category. Interviews indicated that any work in this area focused primarily on flood management rather than other specific hazards, and that this had been facilitated largely by the regional council over many years. However the 'Tsunami blue line' project has been highlighted as a community led risk management project. The score in this area is on a par with other CDEM Groups across New Zealand and reflects the development in thinking from a more response focus to a more risk reduction focus.

² This regional International Centre of Excellence forms part of a United Nations initiative to enhance the regional and research foci of the Integrated Research on Disaster Risk (IRDR) programme through a network of international research and practice clusters.

Goal Two: Reducing the risks from hazards

This section of the report focuses on the following activities;

- Emergency management research
- Hazard risk research and analysis
- Risk assessment
- Risk reduction programmes
- Hazard risk monitoring.

The overall score for goal 2 is 66.3% reflecting an advancing state for the Group. This is an improvement on the 2011 score of 43%. Detailed score breakdown by key performance indicator is shown in table 2.

2015				66.3		
2011			43.0			
	<i>unsatisfactory</i>	<i>developing</i>	<i>advancing</i>		<i>mature</i>	

Goal 2: To reduce the risks from hazards to New Zealand				MCDEM SCORE	CDEM GROUP SCORE
Capability Criteria					
#	Key Performance Indicators	#	Performance Measures		
Results for Goal 2					
Weighted Score by Key Performance Indicator					
G2A-1	EM research is undertaken, assessed, and analysed			80.6	80.6
G2A-2	EM research is applied			70.0	75.1
G2B-1	Hazard risks are understood through ongoing research			71.5	75.7
G2B-2	Hazard risks are analysed to determine local impact			73.9	78.9
G2B-3	Hazard risk information informs organisational plans, priorities, and expenditure			68.4	69.3
G2C-1	Viable risk reduction options are identified, evaluated, and used to inform planning			63.7	64.7
G2C-2	Implementation of risk reduction programmes is inclusive and coordinated			62.3	63.0
G2C-3	Hazards, vulnerabilities, and risks are monitored on an ongoing basis			44.4	45.4
Weighted Score by Objective					
G2A	Improve the coordination, promotion and accessibility of CDEM research			75.3	77.9
G2B	Develop a comprehensive understanding of New Zealand's hazardscape			71.3	74.6
G2C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels			59.3	60.1
Weighted Score by Goal					
G2	To reduce the risks from hazards to New Zealand			66.3	68.4

Table 2: Goal 2 scores by Key Performance Indicator and Objective.

Areas of strength

Emergency management research

The collective horsepower of the CDEM professional staff means that their ability to research emergency management best practice is good. The forward thinking approach by the team to ensure that CDEM is planned over a 5 year horizon is clearly a driver in respect of emergency management research. The team has relationships not only with typical science agencies, but has developed a network of contacts in the community resilience space both nationally and internationally. Although projects per se are still evolving, scores in this area are solid and will clearly grow over time.

Hazard risk research and analysis

Given the breadth of hazard risk in the Wellington region, the Group has undertaken a significant body of research in a number of these specific hazards. The “it’s our fault” project (researching the Wellington fault network), flooding hazard research by the regional council and more recently the tsunami inundation project are good examples of ongoing research that informs the identification of vulnerabilities. Additionally, the group has undertaken infrastructural vulnerability research through the Lifeline Group. Gaps in hazard research and the development of a natural hazards strategy are being steered by the regional planning managers group. This group comprises of planners from each of the territorial authorities and regional hazard manager from the regional council. WREMO staff also sit on this group providing continuity between hazard risk management approaches and emergency management. Although the group is fairly new (approx. 2 years old), the intention is to gain a better understanding of the hazard scape, examine the hazard risk within the region and to link together planning approaches that reduce risk. This approach is in development, but is likely to provide information that provides for a consistent approach to risk management. The Group is to be commended for this approach.

Areas for improvement

Monitoring of hazard risk and vulnerability

Given the developing nature of risk reduction research, the development of consistent planning approaches, and mitigation work, it is unsurprising that scores focused on the monitoring of hazard risk would be lower. Interviewees indicated that the primary focus at this time was the development of policies that would support mitigating hazard risk in new development (planning approaches) rather than examining mitigation of existing hazard risk / vulnerabilities. That said, interviews indicated that asset engineers use hazard research to inform asset management planning, and that the lifeline group was a good example of where strategic investment decisions were being informed by known hazard risk. CEG representatives when interviewed understood how this asset management approach was supporting in reducing risk within their territorial authority boundary, but that there were few programmes in place to monitor the effects of mitigation work in reducing hazard risk and vulnerability. Additionally, at a regional level CEG indicated that it also had little oversight of the various strands of risk reduction work, how this was targeted to vulnerability and its overall effect on reducing risk within the region. That said the majority of CEO’s and Mayors acknowledged that risk reduction was an area that they should have a greater collective oversight of, and all recognised the varied risk profile of the Wellington region and its potential consequences on communities.

The theme of hazard risk and vulnerability is explored further under Goal 4; Recovery planning and management and in Enabler 1; Hazard risk reduction funding prioritised to risk.

Goal Three: Enhancing capability to manage emergencies

This section of the report focuses on the following activities;

- Capability development and exercising
- CDEM planning
- Collaboration and cooperation
- Emergency operation centres
- Warning systems
- Multi agency communications
- Controllers
- Critical resources and logistics
- Group and local welfare
- Coordination of Lifelines.

The overall score for goal 3 is 62.8% reflecting an advancing state for the Group. This is an improvement on the 2011 score of 54.8%. Detailed score breakdown by key performance indicator is shown in table 3.

2015			62.8		
2011		54.8			
	unsatisfactory	developing	advancing	mature	

Goal 3: To enhance New Zealand's capability to manage civil defence emergencies			MCDEM SCORE	CDEM GROUP SCORE
Capability Criteria				
#	Key Performance Indicators	# Performance Measures		
Weighted Score by Key Performance Indicator				
G3A-1	Capability development strategy and programmes are developed according to organisational needs		47.0	47.0
G3A-2	Capability development programmes are comprehensively implemented and evaluated		72.0	72.0
G3A-3	Exercising is effective in improving capability		50.2	50.2
G3A-4	Exercising is integrated across organisations and levels		34.1	34.1
G3B-1	Local CDEM planning is integrated and aligned across agencies		61.9	61.9
G3B-2	CDEM Group member agencies work together cooperatively and collaboratively		68.8	68.8
G3B-3a	Emergency operating centres (EOC/ECC) have appropriate facilities		75.8	75.8
G3B-3b	Emergency operating centres (EOC/ECC) are staffed adequately		58.7	58.7
G3B-3c	Emergency operating centres (EOC/ECC) are resourced and operated efficiently		70.0	56.3
G3B-4	Warning systems are in place and are maintained and effective		84.4	84.4
G3B-5	Communication with partner agencies is able to be maintained in an emergency		70.0	67.8
G3B-6	Controllers are able to provide effective leadership		71.5	71.5
G3B-7	Critical resources can be sourced rapidly in response to an emergency		36.4	36.4
G3B-8	Logistics processes are in place to manage resources effectively in an emergency		36.3	36.3
G3B-9a	Group welfare planning is comprehensive and coordinated		49.2	49.2
G3B-9b	Local welfare planning is comprehensive and coordinated		54.5	54.5
G3B-9c	Welfare is able to be provided to affected communities in a timely, effective manner		60.7	60.7
G3B-10	Lifeline utilities are coordinated in response		85.7	85.7
Weighted Score by Objective				
G3A	Promote continuing and coordinated professional development in CDEM		52.9	52.9
G3B	Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies		64.6	63.9
Weighted Score by Goal				
G3	To enhance New Zealand's capability to manage civil defence emergencies		62.8	62.3

Table 3: Goal 3 scores by Key Performance Indicator and Objective.

Areas of strength

Lifeline Utilities

The Wellington Group has two lifeline groups; the Wellington Engineering Lifeline Group (WELG) and the Wairarapa Engineering Lifeline Association (WELA) both with a similar representation from relevant lifeline utility organisations. Although connected (through relationships and some project work) the two entities remain separate. The WELG has good engagement from its respective organisation members and have successfully conducted a number of projects aiming to improve lifeline infrastructure capability (including 'Restoration Times for Metropolitan Wellington Following a Wellington Fault Earthquake' and 'Restoring Wellington's transport links after a major earthquake'). Although these examples examine impacts following an earthquake scenario, more recent work is focusing on defining emergency levels of service that could occur as a result of other hazard events. Based on the Sphere Project "Humanitarian Charter and Minimum Standards in Humanitarian Response", service levels definition is driving minimum standards and informing strategic decision making in asset management. Water supply standards have already been defined through work with Wellington Water. Although the mechanisms for water provision across the Wellington region are not the same, the emergency service standards remain relevant. Further work is being conducted currently to look at other service provision, but this is fairly fragmented and currently lacks a strategic philosophy or management approach. Additionally work is also underway to examine infrastructural impacts following inundation (from tsunami events). WELG members understand the value of collaborative working and meetings have appropriate level attendance from managers who can commit to project work. This is in part due to the strong leadership provided by the WELG Chair who has exceptional connections at a senior level with most significant member organisations.

Although the work WELG stewards adds significant value to the CDEM Group (and the mature score in this area is reflective of this), CEG does not have a full oversight of what the two lifeline groups are delivering or their contribution to overall risk reduction. There is opportunity for CEG to provide support and / or direction to support greater collaboration between the two and to strategically examine how their collective work contributes to the overall risk reduction approach within the Wellington region.

Warning systems

The CDEM team has dedicated staff providing a 24/7 duty arrangement and has given thought to how the centralised model will ensure relationships are maintained at a local level following the issuing of a warning. The Wellington CDEM Group uses a suite of tools to promulgate warnings to respective agencies. Automated email and SMS messaging promulgates any national warning, and local warnings (particularly around flooding) are facilitated via duty officer contact with MetService and GWRC, and on-contact with WREMO local area advisors and controllers. Public alerting utilises a suite of tools (depending on the type of warning) including sirens (Hutt city has a siren network, Wellington City has mobile sirens that can be deployed if appropriate), text and email alerts, social media and traditional media (including pre-arranged messaging templates with local radio). Of particular note is the social media side of public alerting where WREMO dovetails its public education side through its Facebook page with its text alerting side (signposted on Facebook but managed through twitter). Messaging to recipients includes advising recipients to forward alert messages on, providing for greater reach within the community. Interviews indicated that following the storm and earthquake events of 2013/14, sign ups to WREMO's text alerting facility increased significantly. This is a highly mature space for Wellington.

Areas for improvement

Coordinated professional development in CDEM

Generally interviews locally indicated that there is a 'nervousness' around the local operational response arrangements, and that the previous reduced levels of training delivery and exercising of staff seemed to be in part, a key driver in this nervousness. Almost all CEO's and mayors reflected on their local arrangements prior to the centralised model, and felt that opportunities for training and exercising were better before they "lost" their emergency management staff. When specifically asked about their current trained state³, most interviewees struggled to have an oversight of what that would look like. Following further prompting, there was a general acknowledgement that whilst WREMO staff were their subject matter experts, the responsibility to maintain a response capability currently lies with the territorial authority. Where relationships between local and WREMO staff were continuous and catch ups were regular, the nervousness around response capability was somewhat less than areas where staff WREMO staff changes had occurred.

There was a general acknowledgement across all interviewees that the operational side of CDEM wasn't quite where it needed to be, and that there was currently a 're-think' underway that would result in a capability development framework and delivery phase. There is an opportunity for local authority members to engage more fully in the ownership of response capability and that the delivery of a comprehensive capability development programme will provide confidence that staff know what to do, and are well practiced in undertaking their response roles. That said, recent emergency events across the region have provided real-time opportunity to test arrangements, and generally interviewees were happy that things went well and that corrective actions had been implemented.

Critical resources

Measures within this area of the tool include having processes to manage Rapid Impact Assessments; the use of consequential planning to consider resource needs; planning and management of critical resource shortfalls, and planning for post disaster building inspections. Local authority responses to this KPI were highly variable indicating that whilst some thinking may have been undertaken in this area, it was unlikely to be consistent or cognisant of the requirements following any medium to larger scale event. This is a difficult area to examine, particularly for larger groups and especially so for major city environments. Following the Christchurch earthquake in 2011, the effort needed to support critical resource planning became more evident. The Wellington Group scores are similar to those across New Zealand however the risks are higher for the CBD. This is an area that the Group may like to consider further as part of its maturing of the operational response function.

³ This was qualified with interviewees to specifically consider (1) did they know how many EOC staff would be needed and who they were; (2) did they know how 'capable' they were – i.e. that staff had undertaken training and exercising relevant to their role, and (3) did they know who their key staff were – i.e. controllers, recovery managers, public information managers and function unit leads.

Goal Four Enhancing capability to recover from emergencies

This section of the report focuses on the following activities;

- Recovery structures
- Recovery planning (and integration with other planning processes)
- Transition from response to recovery
- Impact assessment
- Recovery centres
- Integration of the community with the recovery process
- Information management
- Debriefing / learning from past events

The overall score for goal 4 is 36.5% reflecting a developing state for the Group. While this is the lowest score for the Group, this is a slight improvement on the 2011 score of 21.2%. Detailed score breakdown by key performance indicator shown in table 4.

2015		36.5				
2011		21.2				
	unsatisfactory	developing	advancing		mature	

Goal 4: To enhance New Zealand's capability to recover from civil defence emergencies				MCDM SCORE	CDEM GROUP SCORE
Capability Criteria					
#	Key Performance Indicators	#	Performance Measures		
Weighted Score by Key Performance Indicator					
G4A-1	Structures, roles and responsibilities for recovery are pre-determined and documented			20.1	20.1
G4A-2	Recovery Managers are identified, trained, supported and ready to perform the role			37.5	37.5
G4A-3	Recovery Plan outlines arrangements for holistic recovery management			27.2	27.2
G4A-4	Recovery planning is integrated with risk reduction and other community planning			38.1	38.1
G4A-5	Arrangements for the transition from response to recovery are pre-defined			32.3	32.3
G4B-1	Impact assessments are conducted before, during and after events in order to inform recovery planning and management			40.4	40.4
G4B-2	Plans and procedures for establishing a recovery centre or 'one-stop shop' are in place			30.0	30.0
G4B-3	The community is an integral part of recovery planning and management			43.5	43.5
G4B-4	Information management systems are effective in supporting recovery management			24.4	24.4
G4B-5	Processes for learning from emergencies are embedded in the organisation			71.1	71.1
Weighted Score by Objective					
G4A	Implement effective recovery planning activities			31.0	31.0
G4B	Enhance the ability of agencies to manage the recovery process			41.9	41.9
Weighted Score by Goal					
G4	To enhance New Zealand's capability to recover from civil defence emergencies			36.5	36.5

Table 4: Goal 4 scores by Key Performance Indicator and Objective.

Areas of strength

Learning from emergencies

From the data and interviews, it was evident that the Wellington Group understands the value of the learning process post emergency. The score in this area is the highest for this goal and is informed by a debrief culture and recent debriefs held after the Wellington storm June 2013; Lake Grassmere earthquake August 2013 and Eketahuna earthquake January 2014. Multi agency in nature, debriefs identified a number of corrective actions which have

subsequently been actioned. Learning from emergencies represents a vital component in ensuring the Group has a continuous cycle of improvement.

Areas for improvement

Recovery planning and management

Although scores across all participants for this goal were low, this reflects much of New Zealand where recovery planning and management has been afforded less attention than other goals. Although notionally local authorities have appointed (variably) local recovery managers, and there is an appointed Group recovery manager, very little has been progressed that can tangibly constitute recovery planning. However, during interviews, CEG representatives and mayors clearly identified the beginnings of a more mature approach to recovery planning that extended beyond discussions relating to a recovery framework. Although measures within the capability assessment tool focus on recovery managers (identification, capability), and the functions of a recovery office (plan, transition, framework, etc.), preliminary discussions within the Group at this stage extend well beyond this. Referred to by interviewees as “pre-event recovery planning”, the spectrum of this activity is likely to include proactively engaging with the community and strategic investment conversations that essentially ‘front load’ the reduction component of the 4R’s with activities that reduce hazard risk and consequential vulnerabilities, and provide a platform for recovery planning.

Investment discussions are already leaning towards a desire to build assets that ‘endure’ rather than ‘survive’ an emergency event. This approach recognises specifically that a major earthquake event could leave communities without services for weeks or months. By way of example the Lifeline groups’ project “emergency levels of service” has informed establishing a baseline level of service⁴ that could provide water provision to communities post event (15 litres of water/per person/per day). Similar discussions are beginning with other asset owners. This dovetails well with the Groups resilience approach. Additionally, conversations with communities around how to keep people in the region following a significant event are also in the early stages, alongside more strategic discussions around spatial planning that are also helping to inform a recovery planning approach. WREMO staff indicated during interviews that the topic of recovery will become a focus of attention in the coming months. In addition to the more traditional recovery framework and plan, recovery planning would likely be supported by a community engagement approach and by a more complex strategic investment discussion.

One barrier to this approach (particularly around coordinated strategic investment) is the issue of local government reform. Whilst interviewees tried hard to separate wider politics from CDEM, it was evident that the politics within the Wellington region (both local and national politics) will have an effect on strategic discussions around risk reduction and recovery planning.

⁴ Level of service based on Sphere Project “Humanitarian Charter and Minimum Standards in Humanitarian Response”.

Enabler One: Governance and management arrangements

This section of the report focuses on the following activities;

- The Group Plan
- CEG and the Joint Committee
- Work planning
- CDEM leadership
- CDEM Group identity
- CDEM culture
- Funding.

The overall score for enabler 1 is 86.1% reflecting a mature state for the Group. This is a high point for the Group and a significant improvement on the 2011 score of 35.8%. Detailed score breakdown by key performance indicator is shown in table 5.

2015					86.1	
2011		35.8				
	unsatisfactory	developing	advancing	mature		

Enabler 1: Governance and management arrangements support and enable CDEM

Capability Criteria		MCDM SCORE	CDEM GROUP SCORE
#	Key Performance Indicators		
#	Performance Measures		
Results For Enabler 1			
Weighted Score by Key Performance Indicator			
E1A-1	CDEM Group Plan provides the platform for comprehensive, coordinated CDEM across its area	85.0	93.5
E1A-2	CDEM Group Joint Committee includes appropriate level representation and has formalised procedures	96.3	96.3
E1A-3	Coordinating Executive Group includes appropriate level representation and has formalised procedures	85.0	96.1
E1A-4	CDEM Group's CDEM activity is planned, monitored, and effective in achieving CDEM objectives	96.5	96.5
E1A-5	Local authority CDEM activity is planned, aligned, monitored, and effective in achieving CDEM objectives	75.0	81.0
E1B-1	CDEM leadership is effective in directing and managing CDEM outcomes	95.6	95.6
E1B-2	The Emergency Management Community shares collective responsibility for championing CDEM outcomes	82.0	90.2
E1B-3	CDEM organisations demonstrate behavioural attributes that contribute positively to CDEM delivery	77.0	77.0
E1C-1	CDEM Group funding arrangements are identified and reported	88.0	98.3
E1C-2	Organisation's emergency management funding arrangements are identified and reported	92.2	92.2
E1C-3	Organisation's hazard reduction funding is prioritised to risk	62.8	62.8
Weighted Score by Objective			
E1A	Implement effective organisational structures for CDEM	87.6	92.6
E1B	CDEM Group culture positively influences the effective delivery of CDEM	84.9	87.6
E1C	Ensure agencies have funding for civil defence emergency management	81.0	84.4
Weighted Score by Goal			
E1	Governance and management arrangements support and enable civil defence emergency management	86.1	90.3

Table 5: Enabler 1 scores by Key Performance Indicator and Objective.

Areas of strength

CDEM organisational structures

The mature score for this overall goal and across many of the key performance indicators (KPI's) demonstrates the effort and attention that has been afforded in this space since the last capability assessment report and the Group should be congratulated for its significant improvements.

The objective *'implement effective organisational structures'* is comprised of a number of KPI's including the Group Plan, governance and management arrangements and the delivery of CDEM activity. Following the last capability assessment report in 2011, the Wellington Group has given effect to bold changes in its CDEM delivery arrangements through a centralised model with CDEM staff reporting from one central office but retaining local connectivity. Interviews indicated that one of the overall effects of this change has been a significant improvement in the general understanding of how a CDEM group should function, and that CDEM responsibilities lie with all member agencies and do not sit solely with the Regional Council. All interviewees were explicit about the value that WREMO provides in improving CDEM capability within the region.

Other multi agency CDEM structural arrangements are variably successful. The Lifelines Group is certainly a strength for the Wellington Group, whereas the Welfare Coordination Committee (and its respective agency involvement) is currently less successful in strengthening welfare capability. Local Emergency Service Coordinating Committees (ESCC's) chaired by the Police provide an opportunity to strengthen response relationships, and the Regional Inter-Agency Planning Committee (regional ESCC) should provide a layer of strategic response coordination. Emergency Service partners attend CEG but are less confident about their role in that committee. Interviewees indicated that whilst there is much CDEM activity at a regional and local level, there was opportunity to join this up and provide a more holistic overview of capability at the CEG.

CDEM leadership

Following the previous capability assessment report and a number of additional triggers, the Wellington Group took the decision to align its CDEM delivery through one centralised model. CDEM professional staff were transitioned from their local authority employment into a model that looks quite different from other CDEM group arrangements. The Group Plan articulates a clear direction for focus on community engagement and the resulting WREMO model provides a significant capacity for this to occur. At the time of the previous report, CEG members were passively receiving reports from a Group office attempting to fill a leadership void. This is significantly improved. In order to have undertaken this change, CEG and Joint Committee members have had to reappraise themselves of their role and responsibilities in the delivery of CDEM.

Interviews revealed CEG members to be very supportive of the approach taken by WREMO and were unanimous in singling out WREMO's manager as a driving force for change. The CDEM team have been supported by CEG and the Joint Committee to take a long term view of improvement which is now demonstrating significant improvements particularly in the community resilience space. That said, many local authority interviewees when prompted, acknowledged that this level of leadership needs to be sustained, and that for the Wellington Group to get to the next level each local authority needs to examine what it brings to the table. The mature score in this area reflects the commitment made by members in creating WREMO and the ongoing leadership provided by its staff. Whilst there is currently a project underway to better clarify the role and responsibilities of local authority partners, thinking in this area could be extended over time to include emergency service partners and other stakeholders. The most significant contribution in this area should however be targeted to local authorities in order that they can better understand what CDEM components fall outside of the shared arrangement, and how they can add value to the work that is already stewarded by WREMO.

Areas for improvement

Hazard risk reduction funding prioritised to risk

Whilst there was evidence variably of local authorities having identified hazard risk as a strategic priority, the ability for councils to effectively articulate how it informs budget setting or that risk reduction expenditure was directly linked to identified hazard risk was less obvious. The go-to position in this space (particularly for larger councils) was

expenditure on asset management. Interviewees were less confident on how this expenditure could demonstrate risk reduction within vulnerable communities. Two organisations that felt more comfortable in this area were Wellington City Council and Greater Wellington Regional Council, but overall at a Group level, there was little evidence of the Group as whole having oversight of how it invests in risk reduction and its impacts on communities in respect of risk. This is a highly mature concept and no CDEM Group is currently doing this well. That said Wellington City Council's pending involvement with the Rockefeller Foundation as part of its "100 resilient cities" programme could provide the leverage to support the Group in better understanding how the range of activities funded and delivered by local authorities contributes towards improving organisational and community resilience.

Enabler Two: Organisational resilience

This section of the report focuses on the following activities;

- Risk management
- Business continuity framework
- Critical functions
- Business continuity planning
- Leadership and culture
- Relationships and networks
- Adaptive capacity

The overall score for enabler 2 is 71.7% reflecting an advancing state for the Group. This is a new area for the Capability Assessment tool, and no data is available to compare this to. Detailed score breakdown by key performance indicator is shown in table 6.

2015				71.7		
	unsatisfactory	developing	advancing		mature	

Enabler 2: Organisational resilience supports effective crisis management				MCEM SCORE	CDEM GROUP SCORE
Capability Criteria					
#	Key Performance Indicators	#	Performance Measures		
Results For Enabler 2					
Weighted Score by Key Performance Indicator					
E2A-1	Risk management is comprehensive and integrated throughout the organisation			77.0	83.9
E2A-2	Business Continuity Management has a formalised programme with high-level commitment			72.0	85.0
E2A-3	Critical business functions and processes, and potential impacts on them are defined			62.0	72.8
E2A-4	Business continuity strategies and arrangements are developed and implemented			62.0	78.5
E2B-1	Leadership and culture are enabling of a forward-looking, agile organisation			89.6	89.6
E2B-2	Effective relationships, partnerships and networks are developed			75.0	84.1
E2B-3	Adaptive capacity is fostered through active learning and capability development			60.8	60.8
Weighted Score by Objective					
E2A	Organisational resilience is developed through risk management and planned strategies			68.3	80.0
E2B	Organisational resilience is developed through adaptive capacity			75.1	78.1
Weighted Score by Goal					
E2	Organisational resilience supports effective crisis management			71.7	79.1

Table 6: Enabler 2 scores by Key Performance Indicator and Objective.

Areas of strength

Leadership and culture

The premise of this KPI is that in times of crisis, planning only takes an organisation so far in its ability to respond effectively. A critical contributor to the management of shocks or crisis is that organisational leadership is enabling of adaptive capacity. Measures in this area of the tool include having a wider global approach to the anticipation of risk; accountability and empowerment; having a culture of continuous improvement; being embracing of innovation and change, and adopting practices generally that provide for redundancy. Collectively the Wellington Group scores

well in this area although variably relating to the respective size of the contributing local authorities. This is a difficult area to score as it relies on interpretation in the absence of clearly articulated direction. Interviewees however demonstrated (across CEO's, senior managers and CDEM professional staff) that they collectively share these values. The group should be congratulated on this advancing score.

Areas for improvement

Active learning and capability development

Although generally, the adaptive capacity elements of crisis management are well supported by a leadership culture, where the 'rubber hits the road' is in the explicit testing of crisis arrangements. Local authority responses to this KPI were highly variable indicating that whilst some thinking may have been undertaken at a local level, at a Group level the approach to promulgating crisis arrangements or business continuity was somewhat uncoordinated. Generally there appears to be a reasonable understanding within individual organisations of what might cause 'shocks' and what the general priorities would be should this occur, the rigour around the testing and reviewing those arrangements was an area for improvement. From a CEG perspective, having an oversight of the transition of organisational crisis management into a wider CDEM response environment should provide comfort that member organisations would do the right things in a crisis, and would be positioned well to support any escalating CDEM response.

Conclusions

The table below summarises the suite of scores for the Wellington CDEM Group at objective level⁵ (including combined CDEM Group and MCDEM score)

SUMMARY OF RESULTS		COMBINED GROUP	MCDEM	CDEM Group
Results for Goal 1				
G1A	Increase the level of community awareness and understanding of the risks from hazards		SCORE 83.4	SCORE 82.9
G1B	Improve individual and community preparedness		89.9	89.9
G1C	Improve community participation in CDEM		90.1	90.1
G1D	Encourage and enable wider community participation in hazard risk management decisions		75.5	75.5
Results for Goal 2				
G2A	Improve the coordination, promotion and accessibility of CDEM research		SCORE 75.3	SCORE 77.9
G2B	Develop a comprehensive understanding of New Zealand's hazardscape		71.3	74.6
G2C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels		59.3	60.1
Results for Goal 3				
G3A	Promote continuing and coordinated professional development in CDEM		SCORE 52.9	SCORE 53.9
G3B	Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies		64.6	64.7
Results for Goal 4				
G4A	Implement effective recovery planning activities		SCORE 31.0	SCORE 31.0
G4B	Enhance the ability of agencies to manage the recovery process		41.9	41.9
Results for Enabler 1				
E1A	Implement effective organisational structures for CDEM		SCORE 87.6	SCORE 92.6
E1B	CDEM Group culture positively influences the effective delivery of CDEM		84.9	87.6
E1C	Ensure agencies have funding for civil defence emergency management		81.0	84.4
Results for Enabler 2				
E2A	Organisational resilience is developed through risk management and planned strategies		SCORE 68.3	SCORE 80.0
E2B	Organisational resilience is developed through adaptive capacity		75.1	78.1
Results by Goal				
G1	To increase community awareness, understanding, preparedness and participation in civil defence emergency management		SCORE 85.5	SCORE 85.3
G2	To reduce the risks from hazards to New Zealand		66.3	68.4
G3	To enhance New Zealand's capability to manage civil defence emergencies		62.8	63.1
G4	To enhance New Zealand's capability to recover from civil defence emergencies		36.5	36.5
E1	Governance and management arrangements support and enable civil defence emergency		86.1	90.3
E2	Organisational resilience supports effective crisis management		71.7	79.1
OVERALL SCORE			68.6	70.6

⁵ Objectives underpin the Goals set out in the National CDEM Strategy

The Wellington Group score of 68.6% is a reflection of the investment of effort that the Group has made since its 2011 capability assessment. The target score set by MCDEM has been comfortably exceeded, and improvements in Goal 1 and Enabler 1 are significant, with both sitting within the ‘mature’ scoring areas. The suite of local authority data provides the Group with some granularity around local CDEM performance, and highlights where support may be required or where good practice exists that could be levered in other areas of the Group.

The high score in Enabler 1 is the most improved area and reflects the attention invested by the Group in improving its leadership, culture and CDEM structures.

The high score in Goal 1 reflects WREMO’s innovative approaches to working within communities to strengthen awareness and uptake of the preparedness message. The community resilience team are energetic and enthusiastic, and this translates into their work within the community. Showing obvious signs of success, this is an area where WREMO demonstrates not only leadership within the communities of the Group, but also leadership that other CDEM groups are learning from. In addition, Wellington City’s recent acceptance into the ‘100 resilient cities’ programme has the potential to add value and resource to this work by examining other contributing factors that improve resilience. Collaboration amongst all local authorities in this work has potential to significantly strengthen overall resilience within the Wellington CDEM Group.

Although the Group has lower scores in the areas of risk reduction and recovery, there is a general feeling that the approaches the Group will take in the future will be more strategic than functional. Linked to the ‘pre-disaster recovery’ planning work, there is early evidence of asset investment decisions that support building a more resilient future. Although some interviews indicated a feeling that councils had “lost” their local emergency management staff, this was more a reflection of how things used to be, rather than an acknowledgement that things had needed to improve. Supporting this was a general misunderstanding by councils of what WREMO was delivering, and that the responsibility for CDEM remained statutorily with them. There is work underway to provide a greater understanding of who does what within the Group. Local authorities may find this presents an opportunity to examine the breadth of activity it undertakes, and how that contributes towards improving organisational and community resilience.

The Wellington Group has been honest and self-reflective during this process and the report presents few surprises for the Group to consider. The Wellington Group’s overall risk profile remains a key factor in its CDEM activity and the maturity of thinking across all goal areas demonstrates a good understanding of that risk. It is evident that following the changes introduced after the 2011 capability assessment report, the Group is heading squarely into its next phase.

The table below illustrates a comparison of the Wellington CDEM Group’s 2011 and 2015 data across the 4 goals and 2 enablers.

Goal 1	2015					85.5	
	2011				63.4		
Goal 2	2015					66.3	
	2011			43.0			
Goal 3	2015					62.8	
	2011			54.8			
Goal 4	2015		36.5				
	2011		21.2				
Enabler 1	2015					86.1	
	2009		35.5				
Enabler 2	2014					71.7	
		<i>unsatisfactory</i>	<i>developing</i>	<i>advancing</i>	<i>mature</i>		

There is only one recommendation for the Group from this report.

That the Wellington Group examines its' collective scores and collaborates in producing a Group level corrective action plan that is approved by the Joint Committee and lodged with the Ministry of Civil Defence & Emergency Management.

Further information on the lodgement of this corrective action plan will be provided in due course.

Engagement from member agencies at all levels in the Capability Assessment process has been highly open and supportive. The willingness for CEO's, Mayors, CEG subcommittee reps and professional staff to engage in the assessment process and demonstrate their collective understanding of the CDEM environment is indicative of the collective ownership of CDEM in the Wellington region.

Appendix 1: Capability Assessment process and interviews.

1. Scoring

Group Scoring

The Group’s capability assessment score is comprised of both local and regional elements. For CDEM Groups without a full shared service model the local component represents 60%, with the remaining 40% assigned to territorial authorities having a weighted proportion based on population size. For the Wellington Group, this is transposed with the regional component of the score representing 60% and the local component representing 40%. Specifically, WREMO represents 50% of the overall score reflecting the services provided by them on behalf of the Group. Figure A shows the capability assessment weighting for the Wellington Group.

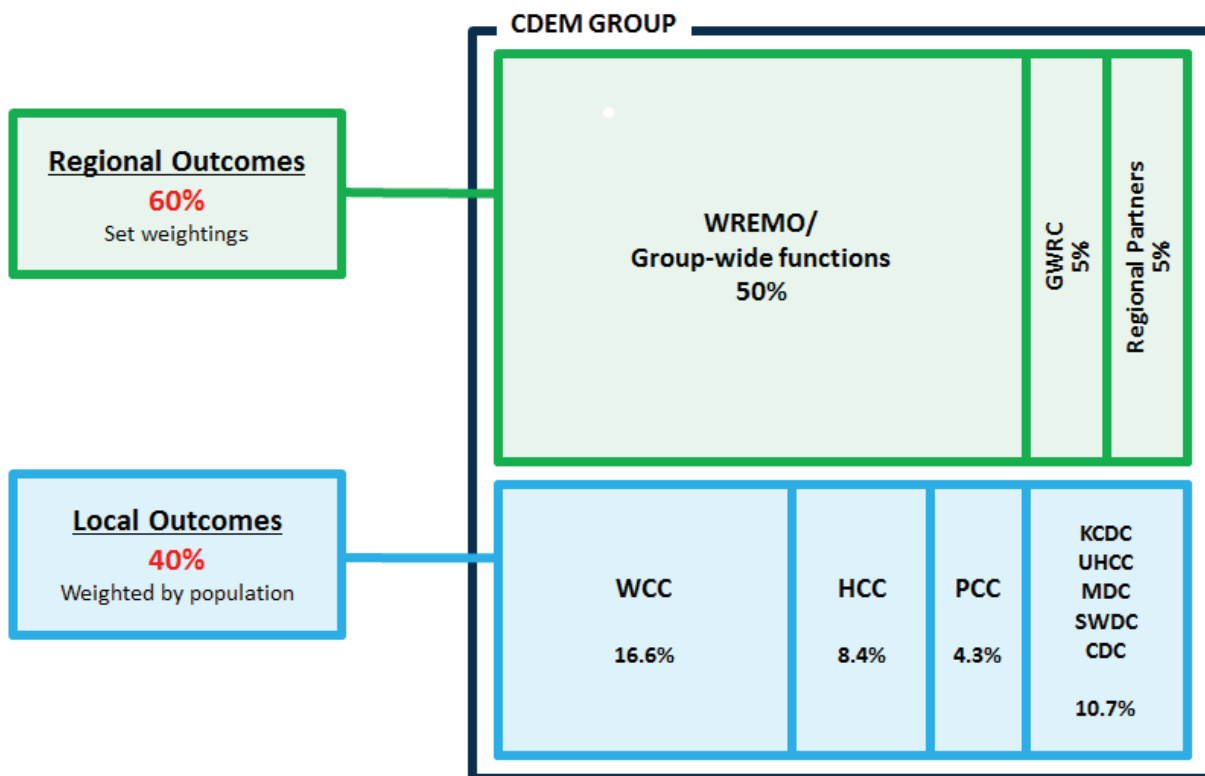


Figure A: Capability Assessment Scoring apportionment for the Wellington Group

Goals and Enablers

Each of the four Goals and two Enablers contributes a proportion to the overall score. At a Group and local level, the apportionment remains the same. Figure B shows the proportional weighting that each goal and enabler contributes to the final score.

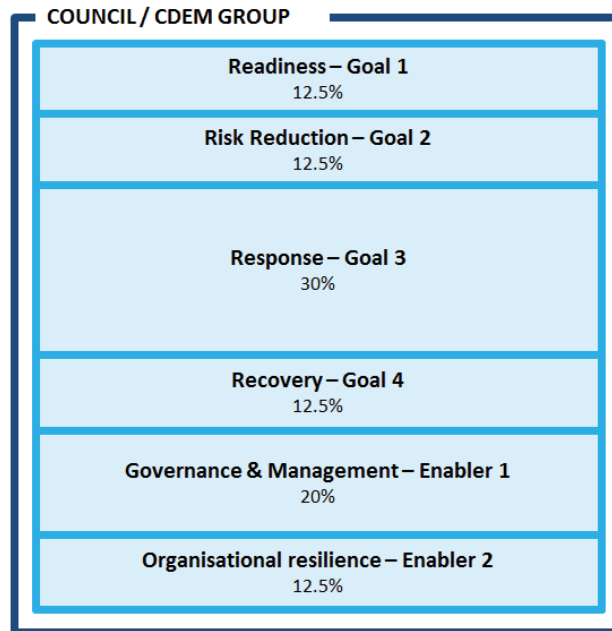


Figure B: Goals and Enabler contribution to the local and Group scores

MCDEM Scoring

As a scoring principle, MCDEM uses the combined Group self-assessment score at a KPI level as the starting point for MCDEM scoring. The assessment team considers whether the combined Group score is reflective of how that particular KPI functions across the all of the member agencies of the Group (as opposed to being the aggregation of high and low performance). The scoring guide⁶ detail also informs this assessment. Local Authority data has not been moderated by MCDEM and represents each individual local authority’s combined self-assessment data.

“Developing, Advancing and Mature”

For each of KPI and associated measures, a six level coloured scale is used (Figure C). Referring to the “CDEM Capability Assessment Report: Part 1, August 2012”, the coloured scale is directly linked to the attributes of developing, advancing and mature. Groups are likely to have varying scores across the four Goal and two Enabler areas of the capability assessment tool, and scores are presented in this report showing the 2011 and most recent score using this scale.

2014					87.3	
2011		43.5				
	<i>unsatisfactory</i>	<i>developing</i>	<i>advancing</i>	<i>mature</i>		
	0 – 20%	21 – 40%	41 – 60%	60 – 80%	81 – 90%	90 – 100%

Figure C: Example of developing, advancing and mature score percentages

2. Interviews and workshops

The MCDEM capability assessment process consists of a quantitative component (the tool), and a qualitative component delivered through an interview component. The interview process was made available to all CEO’s / CEG members, Mayors / Joint Committee members and professional staff. For the Wellington Group this was undertaken as follows;

⁶ The scoring guide can be found in the red tab of the Capability Assessment Tool spreadsheet.

Carterton District Council	Elaine Brazendale – Deputy Mayor Colin Wright – Chief Executive Milan Haulter - CEG sub-committee member	
Masterton District Council	Lyn Patterson – Mayor Pim Borren – Chief Executive David Hopman - CEG sub-committee member	
South Wairarapa District Council	Adrienne Staples – Mayor Paul Crimp – Chief Executive Mark Allingham - CEG sub-committee member	
Porirua City Council	Nick Leggett – Mayor (Chair Joint Committee) Gary Simpson – Chief Executive	
Lower Hutt City Council	Bruce Sherlock - CEG sub-committee member	
Hutt City Council	Wayne Guppy – Mayor Chris Upton – Chief Executive Lachlan Wallach - CEG sub-committee member	
Wellington City Council	Celia Wade-Brown – Mayor Kevin Lavery – Chief Executive Anthony Wilson - CEG sub-committee member Mark Constable – Emergency and Continuity Manager Geoff McRobie – Risk Manager Simon Fleisher – Local Controller Jenny Raines – Local Welfare Manager	
Kapiti Coast District Council	Ross Church – Mayor Pat Dougherty – Chief Executive	
Greater Wellington Regional Council	Fran Wilde – Chair Regional Council; Chair: Wellington Engineering Lifelines Group Greg Campbell – Chief Executive Leigh –Anne Buxton - CEG sub-committee member Jane Davis – Group Recovery Manager Donna Baker – Group Public Information Manager Iain Dawe – Regional Hazards Manager	
Wellington Region Emergency Management Office	Bruce Pepperell – Regional Manager	
	<u>Community Resilience Team</u> Dan Neely Jason Paul Rebecca Jackson Scott Dray Sonali Chandratilake Lisa McLearn Kerry McSaveny Mischa Hill	<u>Operational Readiness team</u> Craig Hamilton Dave Jack Adrian Glen Trevor Farmer
	<u>Business and Development team</u> Rian van Schalkwyk Ian Harris Jay Anderson Sarah Gauden-Ing Jessica Hare	
Emergency Services	Hamish Milne – Strategic and Operations Planning Manager NZ Police, Paul Smith – Assistant Area Commander NZ Fire	
Lifelines	Richard Mowll – Lifeline Utility Coordinator / Project Manager	