

Hawke's Bay Civil Defence Emergency Management Group

Capability Assessment Report

June 2019

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Executive Summary

The aim of this report is to detail the current state of Civil Defence Emergency Management (CDEM) for Hawke's Bay CDEM Group through the conduct of a CDEM monitoring and evaluation (M&E) process covering all Objectives and Key Performance Indicators (KPIs) for the Goals and Enablers as part of the National CDEM Strategy¹.

This report has been produced post review of Hawke's Bay CDEM Group information and documentation requested over the period April – June 2019, in conjunction with information obtained through the conduct of interviews with key staff within Hawke's Bay in May 2019. These sources of information are the only sources of information that inform this report.

This report has been developed utilising the Objectives, KPIs and performance measures for CDEM Goals and Enablers detailed as part of the national CDEM Capability Assessment process.

The overall rating is based on the weighted rating of the KPIs and Objectives for each Goal and Enabler.

The Hawke's Bay CDEM Group overall score of **72.2%** is a direct result of the hard work, commitment and investment in CDEM capability. This score identifies the Hawke's Bay CDEM Group as having an advancing capability.

There are areas across all the CDEM Goals and Enablers that have been identified as areas for improvement and areas of strength within Hawke's Bay CDEM Group.

There have been some standout areas within the Hawke's Bay CDEM Group. These strengths include the increase in community resilience work; hazard risk research; and the development of the response framework. Of note is the CDEM Group culture, which is truly a strength in CDEM capability for Hawke's Bay CDEM Group. There is an impressive culture, commitment and positive attitude within the Hawke's Bay CDEM Group at all levels including management and governance. The momentum of culture change is as a result of leadership at all levels and the relationships established with local authorities, partner agencies and the CDEM Group Office.

There are several areas for improvement detailed in this report which are also highlighted in the recommendations of this report. Of significance is the requirement all CDEM strategies and plans to be aligned to the Hawke's Bay CDEM Group Plan; the alignment of community resilience activities; coordination and alignment of CDEM projects; further development of operational response capability; further development of recovery capability; the development of aligned work programmes and the review of Joint Committee and the Coordinating Executive Group (CEG) meeting processes.

A number of risks have been highlighted in this report which affect overall CDEM capability. These risks include potential capability risks of the CDEM Group Office becoming 'too big too quickly' and 'over-centralisation' of the Hawke's Bay CDEM capability; the reduced effectiveness of Lifeline Utilities; and the inconsistency in risk management and business continuity management processes.

There are a total of **thirty-four (34)** significant recommendations across all CDEM Goals and Enablers.

¹ National Civil Defence Emergency Management Strategy 2007

The 2007 (old) Strategy has been utilised to ensure the Hawke's Bay CDEM Group is able to compare results with previous M&E reports.

Introduction

The aim of this report is to detail the current state of CDEM capability for Hawke's Bay CDEM Group through the conduct of a complete CDEM M&E process covering all Objectives and KPIs for the Goals and Enablers as part of the National CDEM Strategy².

Hawke's Bay CDEM Group requested that an out-of-programme CDEM M&E process be conducted. This is to provide an evidence-based snapshot of current progress benchmarked against previous CDEM M&E conducted for the Hawke's Bay CDEM Group. The conduct of this out-of-programme CDEM M&E will be used to inform the review of the Hawke's Bay CDEM Group Plan. This M&E process has been conducted independently but in conjunction with the Ministry of Civil Defence & Emergency Management (MCDEM): Regional Emergency Management Advisors, Andrew Hickey and Ian Wilson.

This report has been produced post review of Hawke's Bay CDEM Group information and documentation requested over the period April – June 2019, in conjunction with information obtained through the conduct of interviews with key staff within Hawke's Bay in May 2019. These sources of information are the only sources of information that inform this report. The 2015 CDEM Capability Assessment Report³ has been utilised to draw conclusions and comparisons on current Hawke's Bay CDEM Group capability. This report has been drafted with moderation through the MCDEM.

Scope and development

This report has been developed utilising the Objectives, KPIs and performance measures for CDEM Goals and Enablers detailed as part of the national CDEM Capability Assessment Tool.

The CDEM Goals form part of the National CDEM Strategy. Each Goal and Enabler is categorised into Objectives and then KPIs with performance measures. An assessment rating at KPI and Objective level has been utilised to assess current Hawke's Bay CDEM Group CDEM capability. There are some KPIs that have not been rated for the purpose of this report due to their relevance, however these KPIs are still detailed due to their inclusion in the overall CDEM Capability Assessment process. The overall rating is based on the weighted rating of the KPIs and Objectives for each Goal and Enabler.

Thirty-nine interviews were conducted with key personnel with direct accountabilities and responsibilities for CDEM at CDEM Group and local authority level, to enable an evaluation of the current state of Hawke's Bay CDEM to be made. Several group-interviews were also conducted. A summary of all the interviewees is detailed in Appendix 1.

A summary of all the documents reviewed as part of this review are detailed in Appendix 2 to this report. Only the documents detailed in Appendix 2 have informed this report.

² National Civil Defence Emergency Management Strategy 2007

The 2007 (old) Strategy has been utilised to ensure the Hawke's Bay CDEM Group is able to compare results with previous M&E reports.

³ Ministry of Civil Defence & Emergency Management, Hawke's Bay CDEM Capability Assessment Report 2.0, June 2015

For each of KPI and associated measures, the CDEM Capability Assessment Scoring Guide has been used. The six level coloured scale links directly to a “frequency scale of never, infrequently, sometimes, often, mostly and always (See Figure 1).

Score	Frequency scale	Achievement scale	Arrangements scale
NO (0%)	Never	Not achieved, no progress, no sign of forward action	No arrangements in place
20%	Infrequently	Minor progress, with few signs of forward action in plans or policy	Arrangements are either old, in the early stages of development, or have considerable doubts about their
40%	Sometimes	Some progress, but without systematic policy and/or organisational commitment	Some work completed but requires further work to develop, test, verify and/or embed in the organisation
60%	Often	Organisational commitment attained or considerable progress made, but achievements are not yet comprehensive of needs or requirements	Informal and/or untested arrangements in place, but with a high degree of confidence they will be effective, OR, formal and/or tested arrangements but with further work
80%	Mostly	Substantial achievement but with some recognised limitations in capacities, capabilities and/or resources	Formalised arrangements, tested, mostly effective, mostly reliable, and largely embedded within the organisation
YES (100%)	Always	Comprehensive achievement with sustained commitment and capacities at all levels	Formalised arrangements, tested, effective, reliable, and embedded within the organisation

Figure 1: Scoring Guide

This scale also links to the attributes of developing, advancing and mature with reference to the CDEM Capability Assessment Report: Part 1, August 2012 (See Figure 2).

unsatisfactory	developing		advancing	mature
0 – 20%	21 – 40%	41 – 60%	60 – 80%	81 – 90%
				90 – 100%

Figure 2: Developing, advancing and mature score percentages

The key descriptors are:

- ‘Developing’ organisations are said to practice traditional ‘civil defence’, with a focus on facilities, staffing, equipment, and procedures. These organisations comply with the CDEM Act – minimally; they rely on individuals, are reactive to needs, and CDEM usually struggles for resources and priority.
- ‘Advancing’ organisations are said to practice ‘emergency management’, with a mix of internal capability building, and externally facing programmes. These organisations comprehensively implement the requirements of the CDEM Act, with a range of programmes becoming coordinated within the organisation.
- ‘Mature’ organisations are said to practice more holistic ‘public safety’, with a focus on strategic community resilience building. These organisations go beyond the CDEM Act into acting for ‘public good’. Their processes and procedures are systemic, and CDEM is integrated within and across organisations.

General Observations

Restructures of the Hawke's Bay CDEM Group Office occurred in 2015 and 2017, with the aim of developing a staffing structure and culture that better supported CDEM capability and the implementation of the CDEM Group's strategic direction through its work programme and projects. The work to enhance CDEM capability through resourcing of the CDEM Group Office and transition to a Regional Targeted Rate as a funding model is to be commended. The current CDEM capability and CDEM Group structure in place has set the Hawke's Bay CDEM Group on a path to further develop a mature CDEM capability. The M&E interviews highlighted that there was recognition of the significant increase in the development of CDEM capability across the region with the Hawke's Bay CDEM Group Office restructure at the centre of this focus.

There is the risk that the new CDEM Group Office structure has 'got too big, too quickly'. There has been a high level of work produced in a short period of time based around Group-driven outcomes, but with not all Group Office systems and processes being in place to support this level of work. Internal CDEM Group Office systems and process need to 'catch-up' with the new structure. There is also the risk of 'over centralisation' of the Hawke's Bay CDEM Group capability with the service delivery of CDEM defaulting to the CDEM Group Office with some limitations in visibility of the CDEM services provided at the local level. In mitigation of these potential risks there is the requirement to ensure that there is coordination across all levels: local authority-CDEM Group Office and partner agencies, across all CDEM functions. This level of coordination can be achieved through coordinated CDEM work programmes across all agencies with alignment to the CDEM Group Plan. The allocation of CDEM Group Office staff (Emergency Management Advisors) at the local level to continue dedicated local CDEM service delivery should also contribute to the mitigation of these risks.

Along with coordination is the requirement to have clear delineation of roles and responsibilities for all agencies. Clear and coordinated CDEM work programmes will ensure that there is clarity on roles and responsibilities and what CDEM activities are being conducted and who is responsible.

The CDEM Group Office have produced comprehensive strategies and plans that have been developed to support CDEM capability for the Hawke's Bay CDEM Group, but the alignment of these strategies and plans to the Hawke's Bay CDEM Group plan is not as evident. To ensure that the objectives detailed in the CDEM Group Plan are effectively actioned, there should be clear alignment from the CDEM Group Plan to strategies and plans, which then flow onto the operational plans and work programmes. Whilst strategies and plans do cover some Group Plan objectives, there is the risk that not all objectives will be sufficiently addressed if the alignment is not clear.

The M&E interviews highlighted that there was an overall confidence in the development of the new Hawke's Bay CDEM Group structure and the work that was being produced as a result. There was a confidence in the professionalism and work ethic of the CDEM Group Office staff under the leadership of the Group Manager.

The review team observed an impressive culture, commitment and attitude with reference to CDEM within the Hawke's Bay CDEM Group across all levels of management and governance. CDEM culture has changed dramatically in recent years, which is a direct result of leadership at all levels. The established relationships between local authorities, the CDEM Group Office and partner agencies have also reinforced CDEM culture.

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.

2019				79.3		
2015				66.4		
	<i>unsatisfactory</i>	<i>developing</i>	<i>advancing</i>		<i>mature</i>	

The overall score for Goal 1 is 79.3% which indicates that the Hawke's Bay CDEM Group remains in an advancing state. There is an improvement of 12.9% when scores from the CDEM capability assessment conducted in 2015 are compared to the scores given as part of this current CDEM capability assessment. Considerable progress has been made. Arrangements in place are untested in part, but there is a high degree of confidence that they will be effective. Detailed score breakdown by key performance indicator is detailed in Table 2.

Goal 1: To increase community awareness, understanding, preparedness and participation in CDEM		Score 2019
Weighted Score by Key Performance Indicator		
G1A-1	Public education programme on hazards and risks is planned, coordinated and given priority by the organisation	74.0
G1A-2	Awareness-building opportunities are proactively pursued	77.1
G1A-3	Public information management is planned, coordinated and given priority by the organisation	86.0
G1A-4	Public information manager is appointed and resourced to be able to do the job	90.6
G1B-1	A deliberate, strategic, and coordinated approach to community resilience is taken	73.8
G1B-2	Community resilience and related programmes are monitored and reviewed	50.0
G1B-3	The preparedness message is disseminated using multiple methods	91.7
G1C-1	Communities are supported to enhance their capacity and capability	77.8
G1C-2	Social capital is invested in as a method of enhancing community resilience	84.0
G1C-3	Volunteer participation in CDEM is supported and encouraged	85.7
G1D-1	Information on hazards and risks is readily available to the public	90.0
G1D-2	Community input on hazard risk management is sought, and 'acceptable levels of risk' defined	58.0
Weighted Score by Objective		
G1A	Increase the level of community awareness and understanding of the risks from hazards	82.0
G1B	Improve individual and community preparedness	76.5
G1C	Improve community participation in CDEM	81.5
G1D	Encourage and enable wider community participation in hazard risk management decisions	74.0
Weighted Score by Goal		
G1	To increase community awareness, understanding, preparedness and participation in civil defence emergency management	79.3

Table 2: Goal 1 scores by Key Performance Indicator and Objective

General – Current State

Public education

A Hawke's Bay CDEM Communications Strategy⁴ has been developed with objectives to increase public awareness of hazards in the Hawke's Bay region; increase public understanding for the roles of the CDEM Group; and support the development and implementation of Community Resilience plans for communities in the Hawke's Bay region. This strategy provides detailed guidance on public education and activities as part of Readiness. There is no clear alignment between this strategy and the Hawke's Bay CDEM Group Plan⁵. It is noted that with the recent increase in resourcing, the existing strategy is being reviewed.

Although there are established relationships with other media and partner agencies, there is recognition that further work needs to be conducted on building relationships with other agencies, including the emergency services, to ensure that there are established relationships for consistent messaging between agencies and coordination in public education campaigns.

The Hawke's Bay CDEM Group website provides an excellent platform for information on CDEM and hazards for the general public and communities within the Hawke's Bay region. This website provides up-to-date relevant information via easy to follow links. There are also links to local authority websites; the Hawkes' Bay CDEM Group Facebook page; and other websites that maybe useful for CDEM, hazard or other information in the event of an event or emergency. It is impressive to note the links to hazard specific information via the Hazard Portal including the ability to provide and instant free Hazard Property Report for any nominated property address. This service provides extensive hazard information and mapping on individual properties to the public. The Hawke's Bay CDEM Group Facebook page provides regular, informative and relevant updated information relating to CDEM preparedness and hazards for the Hawkes Bay region.

CDEM educational and public education activities are conducted by the Hawke's Bay CDEM Group with coordination and involvement from partner agencies, with a plan of activities included as part of the Hawke's Bay CDEM Communications Strategy. East Coast LAB (Life at the Boundary) also have several projects that contribute to CDEM public education for the Hawke's Bay region.

Public information management

The Hawke's Bay region has an established Hawke's Bay Inter-Agency Communications Group (InterComm) and has maintained a wide membership of partner agencies. The InterComm provides networking and relationship building opportunities in addition to sharing of information and resources. This group is well established and an effective group to support communications capability regionally.

A dedicated Group Public information management (PIM) Manager has been appointed for the Hawke's Bay CDEM Group. This appointment takes the pressure of previous appointed Group PIM Manager from Hawke's Bay Regional Council who could not always dedicate the appropriate time to this role. The Group PIM team is coordinated by the Group PIM Manager and includes Communications staff from all local authorities who contribute to a 24/7 capability. These staff bring business-as-usual (BAU) expertise to their PIM roles and have continued to collectively use these strengths to bring depth to this capability.

⁴ Hawke's Bay CDEM Communications Strategy 2017/2018

⁵ There was no documented alignment to the Hawke's Bay CDEM Group Plan 2014/2019 Objectives (Community Engagement and Education; Public Information Management)

A Public Information and Education Strategy is in draft. This is a comprehensive document that covers communications strategies across the '4Rs'. This document references and is aligned to national guidance documents⁶ and prior to release should also consider clear alignment to the Hawke's Bay CDEM Group Plan Objectives⁷. There are also detailed processes in place for the PIM role including pre-prepared templates and consistent messaging; and social media guidelines providing detailed procedures for response. Management of social media in event response has been tested and has proven to be successful. There is a high level of trust and engagement from/to the public through the Hawke's Bay CDEM Group Facebook page.

PIM processes are in place, but ensuring these processes and development of associated strategies are aligned to the CDEM Group Plan will further enhance the overall PIM capability.

Community resilience

There is a Community Resilience Strategy⁸ in place for the Hawke's Bay region which provides the overarching guidance and direction for community resilience activities including guidance for the development of Community Resilience Plans. Whilst this strategy provides in depth guidance with alignment to Te Ao Māori concepts, there is only some alignment between this strategy and the Hawke's Bay CDEM Group Plan⁹. There is also a Community Engagement Work Programme¹⁰. This work programme does cover some of the deliverables in the Community Resilience Strategy and the objectives in the CDEM Group Plan, but there is no consistent and clear alignment between documents. What the work programme does highlight is the requirement for alignment with East Coast LAB projects and partner agencies with reference to both public education and community engagement activities.

Effective community resilience for the Hawke's Bay region is challenging due to the geographic spread of the region. There is extensive knowledge with reference to the types of communities in the Hawke's Bay region across the Hawke's Bay CDEM Group from both the CDEM Group Office and local authorities. There has been significant work completed to prioritise communities for community resilience planning that have been identified as more vulnerable as a result of hazards¹¹. Communities are identified mainly geographically, with Community Resilience Plans developed in partnership with the communities and the CDEM Group Office community engagement team. These Community Resilience Plans assist communities in developing a plan that details what the community needs to respond to/and recover from an event. Via the Hawke's Bay CDEM website, there are extensive resources and information available to communities for the development of community level CDEM planning including, Marae planning.

⁶ Ministry of Civil Defence & Emergency Management, Working from the same page: Consistent messages for CDEM, June 2010

⁷ CDEM Group Plan 2014/2019 Objectives (Public Information Management)

⁸ Hawke's Bay CDEM Group Community Resilience Strategy, April 2016

⁹ Only some alignment to the Hawke's bay CDEM Group Plan 2014/2019 Objectives (Community Engagement and Education)

¹⁰ Hawke's Bay CDEM Group Community Engagement Work Programme 2018/19 and 2019/20

¹¹ Prioritisation of coastal communities that will be immediately affected as a result of tsunami hazard.

Social capital does exist through the conduct of meetings and workshops within communities initiated by both the CDEM community engagement team and by local authorities. All CDEM community engagement activities are informed through community development teams in local authorities. Social capital through all local authorities is very effective with focus on community, partner agencies and iwi utilising existing and newly formed community forums. Social capital has successfully contributed to Hawke's Bay CDEM response to events.

There has been a considerable amount of work conducted to enhance community resilience through community engagement activities and planning, but the M&E interviews highlighted that there is further work to be done in this space. There are potential risks to be cognisant of in the further development of Community Resilience Plans and conduct of community engagement activities. There is the risk of disconnectedness of communities with the CDEM Group Office community engagement team. Even though there is engagement and links to local authority community development teams, there is the risk that CDEM community resilience planning activities may be viewed as separate from local authority BAU activities with communities. The separation in activities, may cause confusion and lack of understanding by communities of who are the points of contact and who to connect with. There is also the risk of an uncoordinated approach of community resilience activities with other agencies. Community engagement activities are also being conducted as part of BAU with partner agencies including the Emergency Services. Coordination and connection between CDEM, local authorities and partner agencies is not always consistent. It is acknowledged that the risk-based priorities for community engagement activities will differ between agencies. To ensure transparency of community engagement activities and community connectedness; the development of multi-agency focused community engagement work programmes would ensure a well synchronised and informed process.

Volunteer participation, coordination and management

There is a Hawke's Bay CDEM Group CDEM Volunteer Strategy¹² and Plan¹³ with the intent to centralise all Hawke's Bay CDEM volunteers. Both these documents provide a comprehensive Group-wide start point in the development of the Group CDEM volunteer capability. Whilst the strategy does reference alignment with the CDEM Group Plan Objectives¹⁴, there is no clear detail in the document of any further alignment in the strategy guidance. The objectives in the Volunteer Plan do more closely align to the Group Plan objectives, but there is no clearly documented alignment. The Volunteer Strategy and Plan does not include processes for the management of spontaneous volunteers. It is the intent that spontaneous volunteers will be managed by Volunteering Hawke's Bay, but these arrangements are yet to be formalised.

The establishment of the Volunteer Technical Advisory Group (VTAG) is considered as an excellent mechanism to coordinate and manage volunteers across the Hawke's Bay region. The VTAG provides a multi-agency forum to share information to build volunteer capability and link to existing arrangements.

The Hawke's Bay CDEM Group website provides general information on the requirements for CDEM volunteers and provision for members of the public to contact the CDEM Group with reference to volunteering.

¹² Hawke's Bay CDEM Group CDEM Volunteer Strategy, July 2018

¹³ Hawke's Bay CDEM Group Volunteer Management Plan, 2019 – 2024, March 2019

¹⁴ Hawke's bay CDEM Group Plan 2014/2019 Objectives (Volunteer Management)

Areas of strength

Public Information Management resourcing

The appointment of a dedicated Group PIM Manager has alleviated the pressure of having this role appointed as a secondary duty to other Communications staff within Regional Council. Having this dedicated position has already seen a rapid development and coordination of this capability. The redundancy for this role is also identified through a duty PIM system with a 24/7 capability which is sourced at Group and local authority level.

Community resilience

There has been extensive work completed with reference to community resilience activities which is to be commended. Of note is the alignment between risk reduction and hazards with the prioritisation of planning activities with communities that may be more affected. There is also a comprehensive suite of information with reference to community resilience planning available via the Hawke's Bay CDEM Group website. Now that the development of Community Resilience Plans for those prioritised communities are being initially addressed, there should now be a focus on those other communities in other districts that may not be as high priority, to ensure that the message that all community resilience planning is important regardless of the hazardscape that may affect those communities.

Areas for improvement

Alignment and coordination of community resilience

There is a potential risk that siloed CDEM community engagement activities as part of community resilience which are separate to council BAU community development activities will cause disconnectedness and confusion with communities. There is also the risk of an uncoordinated approach for community resilience as there are partner agencies, including Emergency Services, conducting community engagement with no overarching coordination. Alignment in community engagement activities and the development of multi-agency focused community engagement work programmes would ensure a well-connected, synchronised and informed process.

Recommendations

The following recommendations are made:

- Develop the relationships further between the Hawke's Bay CDEM Group PIM and partner agencies for coordination of PIM and Public Education activities and associated consistent messaging.
- Ensure that all identified communities in the Hawke's Bay region are captured in a work programme for community resilience planning with a coordinated multi-agency approach.
- Ensure alignment and inclusion in all CDEM community engagement activities with associated local authority services (ie. community development teams) for robust community resilience planning that promotes clear connectedness with communities.
- Further development of the Hawke's Bay CDEM volunteer capability through the VTAG.

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

2019					80.2	
2015					65.4	
	<i>unsatisfactory</i>	<i>developing</i>	<i>advancing</i>	<i>mature</i>		

The overall score for Goal 2 is 80.2% which reflects a maturing capability. This is a significant improvement in this score when compared to the score given as part of the CDEM capability assessment in 2015 with an overall increase of 14.8%. There is substantial achievement with formalised arrangements are effective, reliable and largely embedded within the organisation. Detailed score breakdown by key performance indicator is detailed in Table 3.

Goal 2: To reduce the risks from hazards to New Zealand			Score 2019
Weighted Score by Key Performance Indicator			
G2A-1	EM research is undertaken, assessed, and analysed		93.3
G2A-2	EM research is applied		98.0
G2B-1	Hazard risks are understood through ongoing research		86.7
G2B-2	Hazard risks are analysed to determine local impact		87.1
G2B-3	Hazard risk information informs organisational plans, priorities, and expenditure		74.0
G2C-1	Viable risk reduction options are identified, evaluated, and used to inform planning		76.7
G2C-2	Implementation of risk reduction programmes is inclusive and coordinated		72.0
G2C-3	Hazards, vulnerabilities, and risks are monitored on an ongoing basis		75.0
Weighted Score by Objective			
G2A	Improve the coordination, promotion and accessibility of CDEM research		95.7
G2B	Develop a comprehensive understanding of New Zealand's hazardscape		82.6
G2C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels		74.5
Weighted Score by Goal			
G2	To reduce the risks from hazards to New Zealand		80.2

Table 3: Goal 2 scores by Key Performance Indicator and Objective

General – Current State

Emergency management and hazard risk research in the Hawke's Bay region should be commended and is a model that other CDEM Groups should explore to increase capability in this space. Through the Hawke's Bay Regional Council, the Hawke's Bay CDEM Group have dedicated funding and resource to conduct comprehensive emergency management and risk reduction research. The Hawke's Bay Regional Council Long-Term Plan¹⁵ emphasises comprehensive emergency management and recognition of understanding hazards, their impacts in the region, and the management and mitigation of associated risks. Although there is dedicated funding, funding is also actively sourced nationally to contribute to projects that have both a regional and national focus.

The work conducted through East Coast LAB (Life at the Boundary) has been instrumental in emergency management and hazard risk research, with direct benefits for the Hawke's Bay CDEM Group. East Coast LAB's projects unequivocally have contributed to the increase in scoring for this Goal. An area to be cognisant of is the risk of brand confusion and how East Coast LAB and the Hawke's Bay CDEM Group deliver messaging to the public. Having clear information and branding that portrays where messaging is originating from is key. Clear delineation of roles and responsibilities in BAU and project delivery should be defined to ensure that there is no confusion of who is delivering what, with the outcome of messaging to the public which is distinct in a joint-agency approach.

It is clear that consideration has been given to the objectives in the CDEM Group Plan¹⁶ and all risk reduction projects can be linked back to the CDEM Group Plan and the 10 Year Hazards Research Plan¹⁷. However, there is no detailed work programme for work being conducted in this space, which is then linked to the CDEM Group work programme. The CDEM Group work programme does detail the risk reduction work streams and projects being conducted, but what is missing is the further detail of how this work is being conducted and the links to other work streams.

Emergency management research

The Hawke's Bay CDEM Group places an emphasis on emergency management research through projects commissioned as part of the CDEM Resilience Fund. Current emergency management research includes the Hikurangi Response Plan¹⁸, Te ara o Tawhaki - A pathway to resilience indicators and 'Know your zone': The development of public education to promote awareness of tsunami evacuation zones. The research projects undertaken by the Hawke's Bay CDEM Group can be applied within the Hawke's Bay region and broader in other CDEM Groups to enhance CDEM capability.

¹⁵ Hawke's Bay Regional Council, 'Facing our future' Long Term Plan 2018-2028

¹⁶ Hawke's Bay CDEM Group Plan 2014/2019 Objectives (Risk Reduction)

¹⁷ GNS Science Consultancy Report, Update of the Hawke's Bay 10 Year Hazard Research Plan, June 2015

¹⁸ In partnership with Tairāwhiti, Bay of Plenty, Manawatu- Wanganui, Wellington CDEM Groups and East Coast LAB.

Hazard risk research

The Hawke's Bay CDEM Group recognises the importance of hazard research that has been commissioned through GNS Science a 10 Year Hazards Research Plan to identify what hazards research needs to be undertaken for the Hawke's Bay region. This plan drives the work and projects in relation to hazards for the Hawke's Bay region. The Hawkes Bay CDEM Group does actively collaborate with research and science agencies to inform CDEM policy and planning. There are numerous reports that have been commissioned to inform local level hazard risks and provide recommended action for local authorities. The interview process highlighted that there was a clear understanding of the regional hazardscape, with examples of where further hazard risk research had been undertaken, in particular relating to the Hikurangi tectonic boundary covering earthquakes, liquefaction, fault rupture, tsunami and flooding.

Risk reduction

Through hazard risk research, risk reduction options are identified, evaluated and utilised to inform planning. The joint CDEM-local authority partnership to implement a Joint Hazard Strategy for Local Authority Land-Use Planning¹⁹ includes key risk reduction tools and mechanisms with an implementation timeline, which was due for completion in 2018. There are recommendations that still require further work with reference to changes to the Regional Policy Statement for the provision of guidance and best practice for hazard management. Further dialogue on this issue has been made to the Joint Committee to gain support for a new cooperative and coordinated risk-based approach. This approach still requires further development. District planning has also begun to include mitigation policies which has been encouraged at by the Hawke's Bay CDEM Group, through the Regional Council, but further work is required in this space.

Hazard information

Research in hazard risks has been fed back into the Hawke's Bay Hazard Information Portal which is linked to the Hawke's Bay CDEM Group website to provide detailed hazard specific reporting to individual properties to inform properties owners of the potential hazard risks and mitigation strategies. There is also work being planned to enhance this capability including linking this information to Land Information Memorandums (LIMs).

¹⁹ Report for Hawke's Bay Regional Council, Plan to Implement the Hawke's Bay Strategy for Local Authority Land-Use Planning, August 2012

Areas of strength

Hazard risk research

The dedicated resourcing for the coordination and management of hazard risk research in the Hawke's Bay region recognises the importance of hazard research in line with the 10 Year Hazards Research Plan. The continued drive to work with research and science agencies has forged strong relationships. The emphasis on hazard risk research, relationships with research and science agencies, and dedicated funding have been the main reasons for this function being a strength. The research work through East Coast LAB in support of hazard risk research has also been significant in the enhancement of risk research and risk reduction not only for the CDEM sector, but through public information campaigns.

Hazard information

The instant availability of hazard information and their impacts to the public on properties through the Hawkes' Bay Hazard Information Portal is impressive. This regional capability can be linked to other projects and public education for a comprehensive approach to risk reduction in the Hawke's Bay region.

Areas for improvement

Coordination and alignment of projects

There is extensive work being completed across all aspects of the reduction space through the Hawke's Bay Regional Council, East Coast LAB and the Hawke's Bay CDEM Group. To ensure that there is a coordinated and informed approach, there is a requirement to ensure that there are work programmes in place linking all these projects with alignment to the CDEM Group Plan and the 10 Year Hazards Research Plan. Alongside the coordination of projects there is the coordination of the project outcomes and branding, especially where public education and information are the priority to ensure there is a joint approach in delivery. Having work programmes strategically aligned and internally aligned within the Hawke's Bay CDEM Group, through the CDEM Group Office work stream work programmes, will enhance coordination and further maturity of this capability

Risk reduction

Ensuring that all recommendations outlined in the Joint Hazard Strategy for Local Authority Land-Use Planning²⁰ are actioned, including changes to the Regional Policy Statement, would further enhance risk reduction for the Hawke's Bay region. Addressing outstanding recommendations and the advocating for a new cooperative and coordinated risk-based approach through Joint Committee is a step in the right direction.

²⁰ Report for Hawke's Bay Regional Council, Plan to Implement the Hawke's Bay Strategy for Local Authority Land-Use Planning, August 2012

Recommendations

The following recommendations are made:

- Ensure that all outstanding recommendations outlined in the Joint Hazard Strategy for Local Authority Land-Use Planning²¹ are actioned or new updated approaches considered.
- Implement appropriate work programmes to ensure visibility and alignment to CDEM Group Plan, 10 Year Hazards Research Plan and other work streams in the CDEM Group work programme.
- Ensure that the roles and responsibilities of the Hawke's Bay CDEM Group Office and East Coast LAB are clearly defined.
- Ensure that there is a joint-Hawke's Bay CDEM Group-East Coast LAB approach to the delivery of messaging to the public to reduce brand confusion.

²¹ Report for Hawke's Bay Regional Council, Plan to Implement the Hawke's Bay Strategy for Local Authority Land-Use Planning, August 2012

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
- Exercises
- Emergency operation centres
- Warning systems
- Multi agency communications
- Controllers
- Critical resources and logistics
- Local welfare

2019				75.2		
2015				61.6		
	unsatisfactory	developing	advancing	mature		

The overall score for Goal 3 is 75.2% which reflects an advancing capability. There is a significant improvement in this score when compared to the score given as part of the CDEM capability assessment in 2015 with an overall increase of 13.6%. Organisational commitment has been attained and considerable progress has been made. Arrangements in place are untested in part, but there is a high degree of confidence that they will be effective. Detailed score breakdown by key performance indicator is detailed in Table 4.

Goal 3: To enhance New Zealand's capability to manage civil defence emergencies		Score 2019
Weighted Score by Key Performance Indicator		
G3A-1	Capability development strategy and programmes are developed according to organisational needs	97.0
G3A-2	Capability development programmes are comprehensively implemented and evaluated	58.6
G3A-3	Exercising is effective in improving capability	72.2
G3A-4	Exercising is integrated across organisations and levels	90.5
G3B-1	Local CDEM planning is integrated and aligned across agencies	88.6
G3B-2	CDEM Group member agencies work together cooperatively and collaboratively	80.0
G3B-3a	Emergency operating centres (EOC/ECC) have appropriate facilities	82.9
G3B-3b	Emergency operating centres (EOC/ECC) are staffed adequately	80.0
G3B-3c	Emergency operating centres (EOC/ECC) are resourced and operated efficiently	75.0
G3B-4	Warning systems are in place and are maintained and effective	94.0
G3B-5	Communication with partner agencies is able to be maintained in an emergency	84.0
G3B-6	Controllers are able to provide effective leadership	67.8
G3B-7	Critical resources can be sourced rapidly in response to an emergency	68.0
G3B-8	Logistics processes are in place to manage resources effectively in an emergency	48.6
G3B-9a	Group welfare planning is comprehensive and coordinated	84.2
G3B-9b	Local welfare planning is comprehensive and coordinated	67.8
G3B-9c	Welfare is able to be provided to affected communities in a timely, effective manner	66.0
G3B-10	Lifeline utilities are coordinated in response	63.8
Weighted Score by Objective		
G3A	Promote continuing and coordinated professional development in CDEM	76.7
G3B	enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies	74.9
Weighted Score by Goal		
G3	To enhance New Zealand's capability to manage civil defence emergencies	75.2

Table 4: Goal 3 scores by Key Performance Indicator and Objective

General – Current State

There has been an emphasis on the enhancement and streamlining of the response capability of the Hawke's Bay CDEM Group with the development of the response framework²² and Initial Response Plan²³. As a result of this focus there has been an overall increase in the scores highlighting further advancement in this Goal and overall response capability. Some of the feedback raised through the M&E interviews highlighted that there has been only a focus on response capability without equal consideration to recovery and other components of CDEM capability. Once response capability is formally tested, there should then be an increase in the focus on other areas of CDEM capability.

Capability development

There is no specific overall Capability Development Strategy for Hawke's Bay CDEM Group, but capability development is captured in the Hawke's Bay CDEM Group Work Programme²⁴, the Hawke's Bay CDEM Group Training and Exercising Strategy²⁵ and subsequent plans²⁶. There is some alignment with these documents to the Hawke's Bay CDEM Group Plan and some referencing for the CDEM Group Plan objectives, but further detail of how these documents incorporate the CDEM Group Plan objectives is not clear. There has been a streamlined approach to CDEM capability in response with the implementation of the response framework and Initial Response Plan. In line with the revised response approach, there has been a focus on training to ensure that there are appropriately trained staff at local and Group level to support response. There are very good established relationships with partner agencies, but these relationships could be further developed to ensure a continued joint-agency approach to CDEM across the '4Rs'.

Exercises and training

There is a comprehensive Hawke's Bay CDEM Group Training and Exercise Plan²⁷ in place, post the conduct of a Training Needs Analysis²⁸. The Integrated Training Framework (ITF) for CDEM training is adopted for training along with Emergency Response Concepts (ERC) courses at the regional level that have been developed where there are identified gaps in the national training framework and ITF function specific courses. Training pathways with appropriate courses associated with each pathway have been developed for effective use of training resources. Of staff identified in GECC and EOC roles, approx. 69% of staff have completed the ITF Foundation course, plus other staff have completed the Hawke's Bay CDEM Introduction or ITF Intermediate courses. All staff participate in CDEM induction training across all local authorities. Whilst it is recognised that training is more coordinated and streamlined, there is still further work to be completed in delivery of training to increase the numbers of trained staff at the local level in balance with CDEM Group Office resourcing.

²² Hawke's Bay CDEM Group Response Framework 2019

²³ Hawke's Bay CDEM Group Initial Response Plan 2018

²⁴ Hawke's Bay CDEM Group Work Programme 2018/19 and 2019/20

²⁵ Hawke's Bay CDEM Group Training and Exercising Strategy, May 2016

²⁶ Hawke's Bay CDEM Group Training and Exercising Plan 2018-2019

Hawke's Bay CDEM Group Exercising Sub-Plan 2018-2020

²⁷ Hawke's Bay CDEM Group Training and Exercising Plan 2018-2019

²⁸ Hawke's Bay CDEM Group Training Needs Analysis Report, May 2016

The Hawke's Bay CDEM Group has conducted a series of Tier 1 and Tier 2 exercises in the last two years and also participated in Exercise Tangaroa (Tier 4 exercise) in 2016. The Hawke's Bay CDEM Group Exercising Sub-Plan²⁹ is in place with a programme of Tier 1 to Tier 3 exercises scheduled out to 2022. The next Tier 2 exercise is scheduled for October 2019 with planning being conducted to include multi-activity and multi-agency participation. A debriefing process is conducted post exercises, but these processes are not formalised and corrective actions are not always actioned.

Group Emergency Coordination and Operation Centre capability

There is an identified Group Emergency Coordination Centre (GECC) and Emergency Operations Centres (EOCs) for each local authority. The GECC is currently located in a temporary venue in Hastings District Council Offices until the new facility re-build is complete on the old GECC site. The Hawke's Bay CDEM Group Office has also commenced audits for CDEM at the local level which includes audits of EOC capability. Whilst there are EOCs identified at the local level, the functionality of each of these centres and connectivity to the GECC is to be confirmed. There are some EOC locations that are in temporary venues until refurbishment and extensive strengthening works (Napier City Council) or complete re-builds (Hastings District Council) are complete. The effectiveness of alternative interim EOC sites have not all been exercised or tested. With the number of alternate locations being currently utilised as primary GECC and EOC sites, there is a level of risk in the redundancy of GECC/ EOC facility capability with limited other alternate GECC and EOC site options.

The re-build of the GECC/ Hastings District Council EOC facility is currently in progress with project management and oversight from Hastings District Council. There is a priority requirement to test the operational functionality of this facility and how each agency will operate in line with the level of response detailed in the response framework and Initial Response Plan.

There are Standard Operating Procedures (SOPs)³⁰ in place for the GECC but these procedures are in the process of being updated for effective Group response. Of the SOPs reviewed, it was evident that there are processes not documented for core EOC functions in accordance with the Coordinated Incident Management System (CIMS): Operations, Logistics, Planning, Intelligence, Welfare and Public Information Management (PIM). There are several SOPs being developed for at EOC level with the intent that these SOPs can be templated across all EOC facilities.

²⁹ Hawke's Bay CDEM Group Exercising Sub-Plan 2018-2020

³⁰ Hawke's Bay CDEM Group Standard Operating Procedures

Staffing for GECC and EOCs have been identified and included in the database of CDEM training. Staff have been allocated to relevant EOCs and the GECC. It has been agreed that at least 45 staff per local authority (Hawke's Bay Regional Council, Hastings District Council and Napier City Council)³¹ will be identified for GECC response. There is no clear distinction of staff that are identified for EOC or incident response vs staff that are identified for GECC response. Whilst there are clear levels of response³² and handover of response operations between these levels from local level (EOC) to Group level (GECC), there will still be some requirement to maintain a local level response and staff to support continued local level response (Incident Management Team (IMT) level of response) and therefore requirement to clarify local authority staff supporting either the GECC or a continued local response.

The overall level of response capability for local authorities is varied with some having a reduced level of capability and others having a more robust capability due to recent events. The work being conducted to increase the level of response capability for local authorities by both CDEM Group Office Emergency Management Advisor (EMA) staff and dedicated staff at the local level is to be commended. All areas and corrective actions are being considered to address deficiencies in local level capability. Inclusion of EMA staff allocated to continue dedicated local CDEM service delivery should continue as part of CDEM Group Office structure and is a strength in this model.

The response framework is sound in concept to centralise response and resources for a more coordinated and effective response to an event. This framework has been tested on a small scale since its implementation with some adjustment. The testing of this response framework in a large Group level (level 3 – multi-agency) or larger response is yet to occur. This test on a larger scale with the upcoming Tier 2 exercise in October 2019 should effectively test this framework in lieu of real time testing in event response.

Warning systems

There are procedures in place for the dissemination of regional warning messages utilising Whispir to ensure a robust 24/7 capability. This procedure details the message type and who messages are to be disseminated to. Public warning mechanisms are utilised including Red Cross Hazard App; Hawke's Bay CDEM Group website, radio station messages, social media and public alerting systems.

³¹ Hawke's Bay CDEM Group: Capability Assessment Reports: Summary of Recommendations and Actions

³² Hawke's Bay CDEM Group Response Framework 2019

Controllers

The appointed Group Controllers (and alternates) and Local Controllers are documented in the Hawke's Bay CDEM Group Plan³³. The interview process highlighted that there is a high level of competence and understanding of what Controller responsibilities are during event response. There was a very strong leadership culture in the Controllers recognising capability, the value of people and realism of capability in line with the CDEM response framework. Regardless of the level of training, the Hawke's Bay CDEM Group should have a high level of confidence in Local Controllers due to the level of experience and local knowledge. It is recognised that there are a number of Controllers that are yet to complete any formal Controller training due to the review of the CDEM Controllers Development Programme. In the absence of this programme, there has been the instigation of a new initiative of Controllers Forums for the Hawke's Bay region, which will be a networking and professional development opportunity for all Controllers.

Welfare

The welfare function at the Group level is documented through the Hawke's Bay CDEM Group Welfare Plan³⁴ with some alignment to the CDEM Group Plan. This plan also outlines the coordinated and centralised Group delivery of welfare in response for the Hawke's Bay region which is to align with the response framework³⁵. Welfare response at the local level is intended to be focussed on enhanced customer care. The next steps post outlining of the plan to centralise the welfare function is the operational procedures to support this plan. The centralisation of welfare for the Hawke's Bay is a sound concept to consolidate resources and coordination of partner agencies with welfare responsibilities. This centralised approach has been tested on a small scale, but remains untested for a larger scale event. It is the intent that the Tier 2 Exercise in October 2019 will test the plan for centralised welfare arrangements.

Civil Defence Centres (CDCs) are only broadly detailed in the Group Welfare Plan. A review of CDCs is currently being conducted for the Hawke's Bay region.

Aside from the centralisation of the welfare function it is recognised that the more geographically isolated districts (Wairoa and Central Hawkes Bay) still require a welfare capability that can operate independently of any centralised Group welfare response. This localised response is to maintain an initial welfare response (Local Welfare manager and team) in line with the broader EOC response and resources to potentially activate CDCs. Once again, the procedures to support this plan are to be developed.

A Group Welfare Manager and alternates have been appointed by the Joint Committee. The Group Welfare Manager has extensive experience within the Hawke's Bay region and developed key relationships with partner agencies with welfare responsibilities. The alternate Group Welfare Managers are sourced from local authority welfare function staff and other regional level resources. The Group Welfare Manager regularly conducts welfare training in line with the welfare sub-functions in what was described as bite-sized training appropriate in content and timeframes. Capability development for the welfare function is based on training, existing robust relationships, a confidence in systems and processes and knowledge on where to obtain the relevant information, particularly in relation to the welfare sub-functions.

³³ Hawke's Bay CDEM Group Plan 2014/2019, Appendix 5: Key Appointments

³⁴ Hawke's Bay CDEM Group Welfare Plan 2018-2023

³⁵ Hawke's Bay CDEM Group Response Framework 2019

The Welfare Coordination Group (WCG) meets on a regular basis and has forged effective inter-agency relationships. There are still some gaps in the planning for some welfare sub-functions which are being addressed at the national level (Police – Inquiry, Animal Welfare – MPI). There are two Local Welfare Committees (LWCs) in the Wairoa District and Central Hawke's Bay District that are required due to geographical isolation. These LWCs are aligned with broader community engagement activities.

The Hawke's Bay Rural Advisory Group (HBrag) was established to develop resilience in the rural sector and this forum directly links to the welfare function through Rural Liaison.

Lifeline Utilities

The scoring for the Lifeline Utilities capability highlights a score indicating an advancing capability. The score does not accurately reflect the current state of the Lifeline Utilities capability. There is a risk that the Lifeline Utility capability for the Hawkes' Bay region will not be an effective if the current level of support to this capability continues.

Although there are dedicated individuals supporting this capability, there is immediate requirement for additional support. The current Lifelines Group Chair has recently changed BAU role and no longer has the capacity to fulfil Lifelines Group Chair roles and responsibilities. The Lifelines Group would benefit from increased administrative and other support from the CDEM Group Office to reduce the workload and associated duties of the Lifelines Group Chair. The current Chair has expressed a willingness in the short term to maintain this role until a replacement can be found. Through the Lifelines Group there has been progress in the development of the Lifeline Utilities capability including the commissioning of a vulnerability study and drafting of a Fuel Plan. The vulnerability study details work priorities to be actioned by the Lifelines Group.

There are currently only two Lifelines Utilities Coordinators (LUCs) for the Hawke's Bay CDEM Group and no Lifelines team to support these LUCs. As part of the GECC structure, there should be manpower resources available to support the LUC. Staff identified as part of a Lifelines team would support a LUC by providing administration, information collection and liaison with Lifelines Utilities. There are no guidelines for the number of appointed LUCs within a CDEM Group and what is considered best practice, but only two LUCs does not provide sufficient coverage for an effective CDEM capability and allow appropriate redundancy for an effective 24/7 response. Aside from the appointed LUCs, there is no team to support LUC activities as part of response which also limits the capacity and effectiveness of this position. The current LUC protocol is also out of date and requires review.

The manpower support to/ and placing a higher emphasis on this capability will reduce the current risk and increase the effectiveness and overall robustness of this capability.

Areas of strength

Response framework

The response framework is sound in concept to centralise response and resources for a more coordinated and effective response to an event. This framework has been tested on a small scale since its implementation with some adjustment. The testing of this response framework in a large Group level (level 3+ – multi-agency) response is yet to occur. The upcoming Tier 2 exercise in October 2019 should effectively test this framework in lieu of real time testing in event response.

Exercises and training

There is a comprehensive approach to training and exercising within the Hawke's Bay CDEM Group through the ITF and supported by the ERC at the regional level. Training pathways with appropriate courses and associated pathways have been developed as an effective use of training resources. This capability has established a solid basis to move towards a mature capability.

Support to development of local CDEM capability

Work being completed to support local level CDEM capability by both the CDEM Group Office EMA staff and local authority staff with CDEM responsibilities is a strength. The continuation of this approach to enhance CDEM at the local level should occur to ensure consistency and contribute to the overall advancing state of Hawke's Bay CDEM Group CDEM capability.

Controllers

There is a high level of competence, leadership ability and understanding of what Controller responsibilities are during event response. The Hawke's Bay CDEM Group should have a high level of confidence in the Controller capability due to the level of experience and local knowledge, even though some Controllers are not formally trained.

Welfare

There is currently a well-coordinated and centralised capability for the delivery of welfare for the Hawke's Bay region, but this centralised approach for welfare arrangements and the delineation of responsibilities between local and Group remains untested for a larger scale event. The Tier 2 Exercise in October 2019 will test the plan for centralised welfare arrangements.

Areas for improvement

Capability Development

Whilst there are a number of documents that contribute to capability development for Hawke's Bay CDEM Group, through the Hawke's Bay CDEM Group Work Programme³⁶, the Hawke's Bay CEM Group Training and Exercising Strategy³⁷ and subsequent plans³⁸, the CDEM Group would benefit from alignment of all these documents with the CDEM Group Plan.

GECC and EOC Capability

On completion of the re-build of the GECC/ Hastings District Council EOC facility, there is a priority requirement to test the operational functionality of this facility and how each agency will operate in line with the level of response detailed in the response framework³⁹ and Initial Response Plan⁴⁰.

The Hawke's Bay CDEM Group Office audits of CDEM at the local level which includes audits of EOC capability should be completed as a priority to ensure that corrective action at local authority level can be implemented in the short term to ensure effective EOC capability.

Standard Operating Procedures

SOPs for GECC and EOCs need immediate review and update and should include other functions and processes not yet documented including core EOC functions in accordance with the Coordinated Incident Management System (CIMS): Operations, Logistics, Planning, Intelligence, Welfare and Public Information Management (PIM).

GECC/ EOC staff resources

Staffing for GECC and EOCs have been identified but there is no clear distinction of staff that are identified EOC response vs staff that are identified for GECC response. It is understood that in the changeover in levels of response in line with the response framework⁴¹, that there will not be the requirement for staff in EOCs for a GECC level of response, but there will still be some requirement to maintain a local level response and staff resourcing to support continued local level response.

Controller training and professional development

Whilst it is recognised that there are Controllers that are yet to complete any formal Controller training due to the review of the CDEM Controller's Development Programme, there should be other professional and training opportunities put in place. The instigation of the Controllers Forums in the Hawke's Bay region will negate some of this risk with untrained Controllers. The prioritisation of these Controllers on the new Response and Recovery Leadership Programme is highly recommended.

³⁶ Hawke's Bay CDEM Group Work Programme 2018/19 and 2019/20

³⁷ Hawke's Bay CDEM Group Training and Exercising Strategy, May 2016

³⁸ Hawke's Bay CDEM Group Training and Exercising Plan 2018-2019

Hawke's Bay CDEM Group Exercising Sub-Plan 2018-2020

³⁹ Hawke's Bay CDEM Group Response Framework 2019

⁴⁰ Hawke's Bay CDEM Group Initial Response Plan 2018

⁴¹ Hawke's Bay CDEM Group Response Framework 2019

Lifeline Utilities

There is a risk that the Lifeline Utility capability for the Hawkes' Bay region will not be an effective capability if the current level of support continues. Action to reduce this risk should be undertaken including providing a higher level of support to the Lifelines Group and Lifelines Group Chair through the CDEM Group Office, or through the Lifelines Group employing its own support; and reviewing the current LUC and Lifelines response capability to ensure a robust effective capability with redundancy.

Recommendations

The following recommendations are made:

- Ensure that effective testing of the Hawke's Bay CDEM Group response framework is conducted as part of the Tier 2 Exercise planned in October 2019.
- Ensure Hawke's Bay CDEM Group documentation contributing to capability development are aligned to the CDEM Group Plan.
- Ensure testing of the operational functionality of GECC and EOC facilities post re-build is conducted as planned.
- Prioritisation for the conduct of Hawke's Bay CDEM Group Office audits of CDEM at the local level which including EOC capability.
- Review of allocated staff for GECC and EOC operations to ensure that there is sufficient redundancy and clear distinction in staff for GECC and local IMT roles.
- Immediate review and update of SOPs for both the GECC and EOCs.
- Prioritisation of training and professional development of Controllers.
- Ensure that effective testing of the Hawke's Bay CDEM Group Welfare capability is conducted as part of the Tier 2 Exercise in October 2019.
- The Lifelines Group and Lifelines Group Chair investigate how an increased level of support can be developed for carrying out their functions under the CDEM Act.
- Review of the current LUC and Lifelines response capability.

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

2019				63.0		
2015			50.8			
	<i>unsatisfactory</i>	<i>developing</i>	<i>advancing</i>	<i>mature</i>		

The overall score for Goal 4 is 63% which reflects an advancing capability. This is a significant improvement in the score when compared to the CDEM capability assessment conducted in 2015 with an overall increase of 12.2%. One of the main reasons for the increase in this capability is due to the development and release of the Hawke's Bay CDEM Group Recovery Strategy⁴². Considerable progress has been made, but further work to develop, test and verify is required to further advance recovery capability. Detailed score breakdown by key performance indicator is detailed in Table 5.

Goal 4: To enhance New Zealand's capability to recover from civil defence emergencies		Score 2019
Weighted Score by Key Performance Indicator		
G4A-1	Structures, roles and responsibilities for recovery are pre-determined and documented	71.0
G4A-2	Recovery Managers are identified, trained, supported and ready to perform the role	70.0
G4A-3	Recovery Plan outlines arrangements for holistic recovery management	68.0
G4A-4	Recovery planning is integrated with risk reduction and other community planning	37.5
G4A-5	Arrangements for the transition from response to recovery are pre-defined	60.0
G4B-1	Impact assessments are conducted before, during and after events in order to inform recovery planning and management	51.4
G4B-2	Plans and procedures for establishing a recovery centre or 'one-stop shop' are in place	54.0
G4B-3	The community is an integral part of recovery planning and management	80.0
G4B-4	Information management systems are effective in supporting recovery management	70.0
G4B-5	Processes for learning from emergencies are embedded in the organisation	68.0
Weighted Score by Objective		
G4A	Implement effective recovery planning activities	61.3
G4B	Enhance the ability of agencies to manage the recovery process	64.7
Weighted Score by Goal		
G4	To enhance New Zealand's capability to recover from civil defence emergencies	63.0

Table 5: Goal 4 scores by Key Performance Indicator and Objective

⁴² Hawke's Bay CDEM Group Recovery Strategy 2014-2019

General – Current State

Overall the recovery capability for the Hawke's Bay CDEM Group is advancing with an increase in recovery activities and development of capability. One of the main reasons for the increase in this capability is due to the development and implementation of the Hawke's Bay CDEM Group Recovery Strategy⁴³ and the appointment of a Group Recovery Manager and alternates. Recovery capability is still considered patchy across the region and there is still significant work to be completed to achieve a mature capability. There is a collective approach to the development of recovery capability at both Group and local levels with the Group Recovery Manager as the lead. Confidence was expressed in the commitment and resurgence of recovery activities lead by the Group Recovery Manager.

The next steps in development of recovery capability is the planning for resources at Group and local level to support recovery capability including a Recovery toolkit. The development of additional resources to support the Hawke's Bay CDEM Group Recovery Strategy will assist in continued advancement of recovery capability at all levels.

There has been an emphasis in Hawke's Bay CDEM Group on the development of operational arrangements for response. Now that a Group-wide response framework and plan have been developed, there should now be a re-focus to the further development of the operational arrangements for recovery.

Group Recovery Strategy and Recovery Planning

The Hawke's Bay CDEM Group Recovery Strategy⁴⁴ has been developed which is clearly aligned to the Hawke's Bay CDEM Group Plan. This strategy details all the core components including recovery structure; recovery action plans; transition planning and exit strategies. Whilst there is broad guidance on all areas associated with recovery planning, the detailed arrangements in practice are not included. There are also no linkages between this strategy and other Hawke's Bay CDEM Group plans (including the Response Framework⁴⁵ and Initial Response Plan⁴⁶). This strategy does not align to the recent changes in legislation and requirements under the CDEM Act 2002 and subsequent guidance for CDEM Groups with reference to recovery planning. It has been acknowledged that the Hawke's CDEM Group Bay Recovery Strategy requires review.

⁴³ Hawke's Bay CDEM Group Recovery Strategy 2014-2019

⁴⁴ Hawke's Bay CDEM Group Recovery Strategy 2014-2019

⁴⁵ Hawke's Bay CDEM Group Response Framework 2019

⁴⁶ Hawke's Bay CDEM Group Initial Response Plan 2018

The Director's Guideline for Strategic Planning for Recovery⁴⁷ detail that it is critical that local authorities take a 'whole of local authority' approach to strategic planning for recovery as many roles within a local authority can influence the effectiveness of recovery (such as planners, engineers, and community engagement). Related to this, strategic planning for recovery should align with, not duplicate, existing local government processes, such as community engagement and development of long-term and annual plans. Council BAU policies, procedures and plans should be leveraged to assist in achieving the outcomes of strategic planning for recovery, as should existing roles, functions and resources. There were no clear arrangements in place for how recovery planning is integrated with business continuity planning; Long-Term planning and planning in accordance with the Resources Management Act (RMA); and risk reduction planning and activities. In general, the extent of documented recovery planning at the local level was not consistent. There was no visibility of the development of local level Recovery Plans.

Planning for resources at the Hawke's Bay CDEM Group level are being developed to support recovery capability including a Recovery toolkit which is to include the arrangements for inter-agency linkages to the recovery task groups, roles and responsibilities and likely recovery resourcing requirements. The absence of this operational toolkit was identified as a gap. The development of additional resources to support the Hawke's Bay CDEM Group Recovery Strategy will assist in the development of both Group and local level recovery capability.

The Group Recovery Manager has established regular recovery meetings for both Group and Local Recovery Managers with a focus of the collective planning and development of recovery capability at both Group and local levels. These meetings have focused on review of recovery action plans from events in the Hawke's Bay region and New Zealand for professional development.

Recovery Managers

The Hawke's Bay CDEM Group has appointed a Group Recovery Manager and alternates by the Joint Committee. The Group Recovery Manager is currently undertaking this role on a contractual basis (approximately 4 weeks a year). There are also identified Local Recovery Managers.

Recovery Training and Exercises

Whilst the appointed Group and Local Recovery Managers are not trained specifically for recovery, they have attended broader CDEM CIMS and ITF training courses. The national Response and Recovery Leadership programme will alleviate previous gaps in the training of Recovery Managers. There have been no exercises conducted to focus on recovery capability. Once operational processes and the development of a recovery toolkit are in place, then the opportunity to exercise these arrangements would be advantageous. The Tier 2 Exercise in October 2019 will be an opportunity to test recovery arrangements in place.

⁴⁷ Director's Guideline for Civil Defence Emergency Management Groups (DGL 20/17) Strategic Planning for Recovery, December 2017

Post-event debriefing

Although there is post-event reporting and debriefing conducted at both the local and Group level, it is acknowledged that there are no formal structured processes. Following events within the Hawke's Bay region detailed post-event reports are produced, but there are no consistent reporting formats. Corrective actions were identified in debrief reports, but the processes to ensure these corrective actions were achieved and reported as part of governance were not clear.

Areas of strength

Recovery culture

Under the leadership of the Group Recovery Manager, there is resurgence in the development of CDEM recovery capability with a collective focus at both Group and local level. Gaps in recovery capability have been identified and planning conducted to further the development of recovery capability including the recovery toolkit and arrangements to support local level recovery operations. There are a core group of committed staff at Group and local level who recognise that there is significant work still to be conducted on recovery and who are actively involved in the recovery capability development process.

Areas for improvement

Group Recovery Strategy and Recovery Planning

The Hawke's Bay CDEM Group Recovery Strategy⁴⁸ is due for review to ensure alignment with other Hawke's Bay CDEM Group plans (including the Response Framework and Initial Response Plan) and the changes in legislation and requirements under the CDEM Act 2002 and subsequent guidance for CDEM Groups with reference to recovery planning. The development of the operational arrangements for recovery (recovery toolkit) to specifically detail processes to effectively provide the guidance to conduct effective recovery operations.

Whilst there is Group-level collective recovery planning in place, recovery planning at the local level was not consistent and further planning is required to ensure a 'whole of local authority' approach to strategic planning for recovery with integration to council BAU policies, procedures and plans.

Post-event debriefing

There is no formalised post-event reporting and debriefing in place for the Hawke's Bay CDEM Group with adhoc reporting at Group and local level and no centralised process to capture post-event corrective actions. There is a risk that post-event debrief lessons learnt and identified corrective actions will be missed and not effectively captured to ensure robust CDEM capability. To mitigate this risk, the development of a centralised Hawke's Bay CDEM Group corrective actions database would ensure that all post-event or exercise corrective actions are captured and tracked.

⁴⁸ Hawke's Bay CDEM Group Recovery Strategy 2014-2019

Recommendations

The following recommendations are made:

- Development of operational recovery arrangements at Group and local level including the development of the recovery toolkit and consideration to other toolkits available for baseline development within other CDEM Groups.
- Inclusion of Recovery Managers (Group and local) on all CDEM CIMS and ITF training; consideration for other CDEM professional development and training opportunities including the Response and Recovery Leadership programme.
- Ensure that effective testing of the Hawke's Bay CDEM Group recovery arrangements are conducted as part of the Tier 2 Exercise in October 2019.
- Development of a Hawke's Bay CDEM Group Debrief Policy for consistency and standardisation of post-event and exercise debriefing.
- Development of a centralised Hawke's Bay CDEM Group corrective actions database to ensure that all post-event or exercise corrective actions are captured and tracked.

Enabler One: Governance and management arrangements

This section of the report focuses on the following activities;

- Work planning
- Joint Committee
- Coordinating Executive Group
- CDEM culture
- Funding

2019					81.2	
2015			55.2			
	unsatisfactory		developing		advancing	mature

The overall score for Enabler 1 is 81.2% reflecting a mature capability. There is a significant improvement in this score when compared to the CDEM capability assessment conducted in 2015 with an overall increase of 26%. One of the main reasons for the increase in this capability is due to significant shift in CDEM culture. There has been substantial achievement, but with some recognised limitations. Formalised arrangements are tested, mostly effective, mostly reliable and are embedded into the organisation. Detailed score breakdown by key performance indicator is detailed in Table 6.

Enabler 1: Governance and management arrangements support and enable CDEM		Score 2019
Weighted Score by Key Performance Indicator		
E1A-1	CDEM Group Plan provides the platform for comprehensive, coordinated CDEM across its area	95.0
E1A-2	CDEM Group Joint Committee includes appropriate level representation and has formalised procedures	84.0
E1A-3	Coordinating Executive Group includes appropriate level representation and has formalised procedures	72.7
E1A-4	CDEM Group's CDEM activity is planned, monitored, and effective in achieving CDEM objectives	94.0
E1A-5	Local authority CDEM activity is planned, aligned, monitored, and effective in achieving CDEM objectives	70.0
E1B-1	CDEM leadership is effective in directing and managing CDEM outcomes	90.0
E1B-2	The Emergency Management Community shares collective responsibility for championing CDEM outcomes	70.0
E1B-3	CDEM organisations demonstrate behavioural attributes that contribute positively to CDEM delivery	70.0
E1C-1	CDEM Group funding arrangements are identified and reported	92.5
E1C-2	Organisation's emergency management funding arrangements are identified and reported	86.7
E1C-3	Organisation's hazard reduction funding is prioritised to risk	70.0
Weighted Score by Objective		
E1A	Implement effective organisational structures for CDEM	83.1
E1B	CDEM Group culture positively influences the effective delivery of CDEM	76.7
E1C	Ensure agencies have funding for civil defence emergency management	83.1
Weighted Score by Goal		
E1	Governance and management arrangements support and enable civil defence emergency management	81.2

Table 6: Enabler 1 scores by Key Performance Indicator and Objective

General – Current State

Work planning

The Hawke's Bay CDEM Group Plan⁴⁹ does provide comprehensive and coordinated strategic guidance for CDEM in the Hawke's Bay region with clearly defined objectives across the CDEM spectrum. The CDEM Group Plan will commence review later in 2019. Reporting to the Coordinating Executive Group (CEG) and Joint Committee does include updated progress of these CDEM Group Plan objectives⁵⁰. What is not clear is across all Hawke's Bay CDEM documentation is the consistent referencing and alignment to the CDEM Group Plan objectives.

The Hawke's Bay CDEM Group Work Programme⁵¹ outlines major projects in each identified year with work stream focusing on risk reduction, community engagement, operational readiness, recovery and governance and management. This CDEM Group work programme is reported to the Coordinating Executive Group (CEG) with a traffic light status of either projects being reviewed, not on track, at risk or on track; with explanation to support the project status. Although this is a comprehensive work programme, there are some Hawke's Bay CDEM Group Plan objectives which are not clearly aligned or included in this work programme

During the conduct of M&E interviews it became clear that there was a disconnect in work programmes within the Hawke's Bay CDEM Group Office and how the CDEM service is being delivered locally. The role of the EMAs allocated to local authorities for the delivery of CDEM service is varied and all have a very different understanding and focus with reference to the CDEM service being delivered. It is recognised that here will be some variation in the delivery of CDEM service based on the uniqueness and requirements at each local authority, but current EMA support is variable beyond this. Whilst there were further work programmes for work streams and teams within the CDEM Group Office, not all these work programmes were linked to the overall Hawke's Bay CDEM Group Work Programme and were not aligned to the CDEM Group Plan. There was a common theme that each team was not aware of the exact work that other teams were conducting. Coordinated team/ work stream work programmes would alleviate this.

Some feedback during the M&E interviews also highlighted that local authorities were unsure of what CDEM activities were being conducted their district citing a lack of visibility and communication. The extension of work programmes to include each local authority, linked to the CDEM Group Office work stream work programmes, would alleviate these concerns and ensure transparency of CDEM Group Office activities with allocation of the appropriate resources for the delivery of services conducted on behalf of local authorities.

⁴⁹ Hawke's Bay CDEM Group Plan 2014/2019

⁵⁰ Hawke's Bay CDEM Group Plan: Objectives Progress

⁵¹ Hawke's Bay CDEM Group Work Programme 2018/19 and 2019/20

Joint Committee and Coordinating Executive Group

Both the Joint Committee and the Coordinating Executive Group (CEG) have the appropriate level of membership. At both the Joint Committee and CEG there was a definite understanding of the commitment and responsibility in most instances that each member is undertaking in governance of CDEM for the Hawke's Bay region. The M&E interviews highlighted that the focus of Joint Committee meetings should change and not be duplication of all the reporting and information already detailed as part of the CEG meetings. Although there was understanding that the same reporting and information was required to be presented at both meetings, the consensus was that the presentation of information to Joint Committee should be at a higher strategic level. Ongoing education and development of elected officials was also highlighted as a gap and that the Joint Committee could be used as a forum to fulfil some of these education and development opportunities.

The level of information presented to CEG meetings was assessed as appropriate, but feedback from the M&E interviews detailed that the agendas were large and often rushed, with not enough time to discuss agenda items. Agenda items are requested in the lead up to CEG meetings, but the agenda was mainly centred on the CDEM Group Office work streams with limited agenda items related to other agency reporting (either local authority or partner agency). Some feedback received as part of the M&E interviews highlighted that the CEG meeting was perceived as another council meeting where partner agencies were not seen in equal partnership. Observations were also made that some questions and action points from agenda items required follow up on multiple occasions. Aside from these perceptions, the interviews highlighted that there were excellent relationships between all CEG members and associated agencies, which have been reinforced as part of response and recovery activities in recent events.

CDEM Culture

There is an impressive culture, commitment and positive attitude with reference to CDEM capability and activities within the Hawke's Bay CDEM Group at all levels from management and governance. There is also a willingness and 'can-do' attitude of staff in CDEM roles at local authority incident management level. The changes in the Hawke's Bay CDEM Group Office structure have created a positive atmosphere for CDEM in the delivery of service and the professionalism of the career staff in this Group Office. The M&E interviews identified that CDEM culture at local authority level has changed dramatically in recent years, which is a credit to leadership of Managers at all levels who have developed the current positive CDEM culture. The momentum of the culture change for the Hawke's Bay CDEM Group is as a result the leadership at all levels and also the relationships established with local authorities, partner agencies and the CDEM Group Office. The maintenance of this momentum requires the positive maintenance of these relationships. It is assessed that the centre of gravity for CDEM in the Hawke's Bay region is the commitment to a positive CDEM culture. (See Enabler 2 for further explanation).

CDEM funding

There are appropriate funding processes in place for the Hawke's Bay CDEM Group capability through the implementation of a Regional Targeted Rate collected by the Hawke's Bay Regional Council. Whilst there is appropriate funding for the CDEM Group service delivery and some CDEM services for local authorities, this funding was not full funding for CDEM service delivery of all CDEM responsibilities at the local level. It was not clear in the conduct of the M&E process, the extent to which local authorities still had budgeting arrangements in existence for CDEM, or whether this funding had been absorbed with sole reliance on the service to be provided through the CDEM Group Office. There were processes in place for the administering of response claims and cost recovery.

Areas of strength

CDEM Culture

The CDEM culture is truly a strength in CDEM capability for the Hawke's Bay CDEM Group based on leadership and inter-agency relationships. with the commitment to a positive CDEM culture is assessed as the centre of gravity for CDEM capability in the Hawke's Bay region. With new CDEM Group Office structures in place it is critical to build on the relationships and CDEM service provided in partnership with local authorities and partner agencies to continue this positive culture.

Areas for improvement

Work planning

All Hawke's Bay CDEM documentation and the Group Work Programme⁵² should ensure that there is alignment to the Hawke's Bay CDEM Group Plan objectives. In turn the development of other work programmes for work streams and teams within the CDEM Group Office, should be then linked to the Hawke's Bay CDEM Group work programme with alignment to the CDEM Group Plan to ensure coordination, consistency in reporting and informed work stream activities for all Group Office staff. The previous Hawke's Bay Capability Assessment Report⁵³ highlighted that the CDEM Group Work programme should include the CDEM Group Plan objectives. The introduction of CDEM work programmes for each local authority linked to the Group Office work stream work programmes, would alleviate any concerns relating to visibility of CDEM Group Office activities and ensure transparency of CDEM service delivery conducted by the CDEM Group Office on behalf of local authorities and also provide consistency in the CDEM Group Office EMA resourcing provided. The previous Hawke's Bay Capability Assessment Report⁵⁴ detailed that local work programmes 'should encompass activity which supports the outcomes as stated in the Group Plan.' This report also highlights that a local work programme should 'not be confined to the CDEM professional's work but also the aspects of CDEM activity for which local authorities are responsible (e.g. reduction, recovery, lifelines and governance activity)'.

⁵² Hawke's Bay CDEM Group Work Programme 2018/19 and 2019/20

⁵³ MCDEM Hawke's Bay CDEM Group Capability Assessment Report 2.0, June 2015

⁵⁴ MCDEM Hawke's Bay CDEM Group Capability Assessment Report 2.0, June 2015

Joint Committee and Coordinating Executive Group meeting structure and agendas

A review of the processes and focus of both the Joint Committee and the Coordinating Executive Group (CEG) should be undertaken to ensure that the right information is appropriately presented to each forum. Although the same reporting and information was required to be presented at both meetings, how this information is presented requires review along with the size the meeting agendas. At CEG meetings, the invitation and inclusion of agenda items from other agencies (both local authority and partner agencies where appropriate) would ensure that there is a comprehensive Group-wide and multi-agency approach to CDEM governance for the Hawke's Bay region.

In addition to the meeting agenda set for the Joint Committee, opportunity to address education and development of elected officials should also be explored for inclusion at this forum, to build on the initial introduction and briefings conducted on legislated roles and responsibilities for CDEM.

CDEM funding

It was not clear as to the extent to which local authorities still had CDEM budgets for the delivery of CDEM capability outside of the agreed service delivery arrangements in place with the CDEM Group Office (e.g. funding of mass public alerting devices (sirens)). Local authorities should review and allocate appropriate funding at the local level for local resources if appropriate.

Recommendations

The following recommendations are made:

- Review of all Hawke's Bay CDEM Group documentation (strategies and plans) to ensure clear alignment to the Hawke's Bay CDEM Group Plan.
- Ensure that positive CDEM culture is maintained through leadership and the maintenance of agency relationships.
- Ensure alignment of the Hawke's Bay CDEM Group work programme with the CDEM Group Plan objectives which is then linked to work stream and CDEM Group Office team work programmes.
- Development of CDEM work programmes at the local level with alignment to other CDEM Group Work Programmes and clear direction on CDEM Group Office resourcing.
- Review of Joint Committee and CEG meeting structures and agendas with consideration for appropriate content related to the forum with a multi-agency approach.
- Review and allocation of appropriate CDEM budget at local authority level.

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

2019				61.2		
2015				67.9		
	<i>unsatisfactory</i>	<i>developing</i>	<i>advancing</i>		<i>mature</i>	

The overall score for Enabler 2 is 61.2% reflecting an advancing capability. There has been a slight decrease in scores when the CDEM capability assessment conducted in 2015 is compared to the scores given as part of this current CDEM capability assessment. Organisational commitment has been attained, but achievements are not yet comprehensive of the requirements. Detailed score breakdown by key performance indicator is detailed in Table 7.

Enabler 2: Organisational resilience supports effective crisis management		
Weighted Score by Key Performance Indicator		Score 2019
E2A-1	Risk management is comprehensive and integrated throughout the organisation	62.9
E2A-2	Business Continuity Management has a formalised programme with high-level commitment	56.0
E2A-3	Critical business functions and processes, and potential impacts on them are defined	50.0
E2A-4	Business continuity strategies and arrangements are developed and implemented	57.1
E2B-1	Leadership and culture are enabling of a forward-looking, agile organisation	75.0
E2B-2	Effective relationships, partnerships and networks are developed	74.0
E2B-3	Adaptive capacity is fostered through active learning and capability development	48.6
Weighted Score by Objective		
E2A	Organisational resilience is developed through risk management and planned strategies	56.5
E2B	Organisational resilience is developed through adaptive capacity	65.9
Weighted Score by Goal		
E2	Organisational resilience supports effective crisis management	61.2

Table 7: Enabler 2 scores by Key Performance Indicator and Objective

General – Current State

Leadership, culture and relationships

There is an impressive culture, commitment and attitude with reference to CDEM capability and activities within the Hawke's Bay CDEM Group across all levels of management and governance. All levels of leadership from elected officials to Chief Executives to other managers and Controllers all displayed the drive and focus to enhance CDEM capability with a collective approach with regional priorities. There was a very strong leadership culture in the Controllers recognising capability, the value of people and realism of capability in CDEM response framework. The interviewing process identified that CDEM culture at local authority level has changed dramatically in recent years, which is a credit to leadership of Managers who have developed the current positive CDEM culture. Confidence was displayed in the leadership of CDEM and work being conducted by the CDEM Group Office under its new structure (See Enabler 1 for further explanation).

There are excellent relationships between local authorities, the CDEM Group Office and partner agencies. These relationships have been reinforced as a result of response and recovery activities in recent events. The maturity of these relationships have impacted on the wider CDEM culture of the Hawke's Bay region. The maintenance of/ and further development of these relationships at all levels is key in the maintenance of CDEM culture at this high level (See Enabler 1 for further explanation).

There is an argument that improved culture and relationships, coupled with changes to key personnel in some local authorities, has resulted in increased self-awareness of existing limitations within organisational resilience to crisis events. This could be reflected in the reduction of the overall score for this enabler.

Risk management

Risk management across the Hawke's Bay CDEM Group is sporadic and, in some instances, not currently embedded at local authority level. Risk management is not fully integrated across the organisation (CDEM Group) as a whole. Due to recent changes in local authority staff and structures, local authorities have identified the gaps in risk management policy and processes and risk management frameworks are in the process of development. Some local authorities are more advanced and mature in risk processes with established risk management policies, Risk and Audit Committees, risk registers and reporting cycles. The embryonic stage of some local authorities in their risk management framework was the main reason that this score is lower overall.

Business continuity management

Business continuity management (BCM) is sporadic and is not consistent across the Hawke's Bay region. Identified limitations in current development of this capability are being addressed through a collective approach across the Hawke's Bay region with a focus on shared resources and expertise in order to bridge these gaps in capability. It is recognised that the gap in BCM is being addressed, but the current weaknesses in BCM capability are identified as a capability risk for the Hawke's Bay CDEM Group. Aside from embryonic stages of BCM of some local authorities across the Hawke's Bay CDEM Group, there is a confidence that critical services will remain operational in a wide scale event.

Post-event debriefing

Although there is post-event and post-exercise reporting and debriefing conducted at both the local and Group level, it is acknowledged that there are no formal structured processes. There are detailed post-event and post-exercise reports within the Hawke's Bay region, but there are no consistent reporting formats (See Goal 4 for further explanation).

Areas of strength

CDEM Culture

The CDEM culture is a strength in CDEM capability for the Hawke's Bay CDEM Group based on leadership and inter-agency relationships. Maintaining this momentum with CDEM culture is assessed as the centre of gravity for CDEM capability. With new CDEM Group Office structures in place it is critical to build on the relationships and CDEM service provided in partnership with local authorities and partner agencies. The maintenance of/and further development of these relationships at all levels is key in the maintenance of CDEM culture at this high level (See Enabler 1 for further explanation).

Areas for improvement

Risk management

Risk management requires prioritisation for a more consistent capability across the Hawke's Bay CDEM Group. The gaps in risk management policy and processes are being addressed with risk management frameworks in the process of development. With some other local authorities being more advanced in this space, the opportunity for a collective regional approach would assist in development of a more consistent capability across the region.

Business continuity management

Business continuity management (BCM) also requires prioritisation for a more consistent capability across the Hawke's Bay CDEM Group. In review of the previous Hawke's Bay Capability Assessment Report⁵⁵, Group-level coordination and consistency in approach from the Hawke's Bay CDEM Group members was not in place. The adoption of a collective approach to BCM for the Hawke's Bay region should be encouraged and formalised through CEG and the Joint Committee. BCM capability is identified as a capability risk for the Hawke's Bay CDEM Group. The regional collective approach to BCM will ensure a more consistent approach and assist in bridging the current gaps in this capability. Although there is a confidence that critical services will remain operational in a wide scale event, exercising to confirm this level of capability is required.

⁵⁵ MCDEM Hawke's Bay CDEM Group Capability Assessment Report 2.0, June 2015

Post-event debriefing

Although there is post-event and post-exercise reporting and debriefing conducted at both the local and Group level, it is acknowledged that there are no formal structured processes. There are detailed post-event and post-exercise reports within the Hawke's Bay region, but there are no consistent reporting formats (See Goal 4 for further explanation).

Recommendations

The following recommendations are made:

- Ensure that positive CDEM culture is maintained through leadership and the maintenance and further development of agency relationships (See recommendations in Enabler 1)
- Prioritisation and collective support to risk management capability.
- Group level commitment, prioritisation and collective support with a formalised Group-level approach to BCM capability.
- Development of a Hawke's Bay CDEM Group Debrief Policy for consistency and standardisation of post-event and exercise debriefing (See recommendation in Goal 4).
- Development of a centralised Hawke's Bay CDEM Group corrective actions database to ensure that all post-event or exercise corrective actions are captured and tracked (See recommendation in Goal 4).

Summary of scoring results

The table below (Table 7) summarises the suite of scores for the Hawke's Bay CDEM Group at objective level⁵⁶.

Results for Goal 1		SCORE
G1A	Increase the level of community awareness and understanding of the risks from hazards	82.0
G1B	Improve individual and community preparedness	76.5
G1C	Improve community participation in CDEM	81.5
G1D	Encourage and enable wider community participation in hazard risk management decisions	74.0
Results for Goal 2		SCORE
G2A	Improve the coordination, promotion and accessibility of CDEM research	95.7
G2B	Develop a comprehensive understanding of New Zealand's hazardscape	82.6
G2C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels	74.5
Results for Goal 3		SCORE
G3A	Promote continuing and coordinated professional development in CDEM	76.7
G3B	Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies	74.9
Results for Goal 4		SCORE
G4A	Implement effective recovery planning activities	61.3
G4B	Enhance the ability of agencies to manage the recovery process	64.7
Results for Enabler 1		SCORE
E1A	Implement effective organisational structures for CDEM	70.0
E1B	CDEM Group culture positively influences the effective delivery of CDEM	70.0
E1C	Ensure agencies have funding for civil defence emergency management	78.3
Results for Enabler 2		SCORE
E2A	Organisational resilience is developed through risk management and planned strategies	56.5
E2B	Organisational resilience is developed through adaptive capacity	65.9
Results by Goal		SCORE
G1	To increase community awareness, understanding, preparedness and participation in civil defence emergency management	79.3
G2	To reduce the risks from hazards to New Zealand	80.2
G3	To enhance New Zealand's capability to manage civil defence emergencies	75.1
G4	To enhance New Zealand's capability to recover from civil defence emergencies	63.0
E1	Governance and management arrangements support and enable civil defence emergency management	70.8
E2	Organisational resilience supports effective crisis management	61.2
OVERALL SCORE		72.2

Table 8 – Summary of results: Scores for Hawke's Bay CDEM Group

⁵⁶ Objectives underpin the Goals set out in the National CDEM Strategy

The table below illustrates a comparison of the Hawke's Bay CDEM Group complete M&E conducted in 2015 and the complete M&E conducted in May-June 2019, across the four Goals and two Enablers.

Goal 1	2019				79.3		
	2015				66.4		
Goal 2	2019					80.2	
	2015				65.4		
Goal 3	2019				75.2		
	2015				61.6		
Goal 4	2019				63.0		
	2015			50.8			
Enabler 1	2019					81.2	
	2015			55.2			
Enabler 2	2019				61.2		
	2015				67.9		
		<i>unsatisfactory</i>	<i>developing</i>		<i>advancing</i>		<i>mature</i>

Table 9 – Comparison Hawke's Bay CDEM Group Monitoring and Evaluation 2015 to 2019

The Hawke's Bay CDEM Group overall score of 72.2% is a direct result of the hard work, commitment and investment in CDEM capability since the previous M&E in 2015. The 2015 M&E process, detailed an overall score of 60.8%. There has been an overall improvement of 11.4% since 2015. There has been a consistent increase in scoring across all Goals and Enabler 1 since the previous monitoring and evaluation. The high score in Enabler 1 is highlighted as the most improved area and reflects the move to a mature CDEM culture. The slight decrease in scores in Enabler 2 is as a result of the capability risks associated with risk management and business continuity management and potentially increased awareness in this area.

Summary of recommendations

Goal 1 – Increasing community awareness, understanding, preparedness and participation in CDEM.

- Develop the relationships further between the Hawke's Bay CDEM Group PIM and partner agencies for coordination of PIM and Public Education activities and associated consistent messaging.
- Ensure that all identified communities in the Hawke's Bay region are captured in a work programme for community resilience planning with a coordinated multi-agency approach.
- Ensure alignment and inclusion in all CDEM community engagement activities with associated local authority services (ie. community development teams) for robust community resilience planning that promotes clear connectedness with communities.
- Further development of the Hawke's Bay CDEM volunteer capability through the VTAG.

Goal 2 – Reducing the risks from hazards

- Ensure that all outstanding recommendations outlined in the Joint Hazard Strategy for Local Authority Land-Use Planning⁵⁷ are actioned or new updated approaches considered.
- Implement appropriate work programmes to ensure visibility and alignment to CDEM Group Plan, 10 Year Hazards Research Plan and other work streams in the CDEM Group work programme.
- Ensure that the roles and responsibilities of the Hawke's Bay CDEM Group Office and East Coast LAB are clearly defined.
- Ensure that there is a joint-Hawke's Bay CDEM Group-East Coast LAB approach to the delivery of messaging to the public to reduce brand confusion.

Goal 3 – Enhancing capability to manage emergencies

- Ensure that effective testing of the Hawke's Bay CDEM Group response framework is conducted as part of the Tier 2 Exercise planned in October 2019.
- Ensure Hawke's Bay CDEM Group documentation contributing to capability development are aligned to the CDEM Group Plan.
- Ensure testing of the operational functionality of GECC and EOC facilities post re-build is conducted as planned.
- Prioritisation for the conduct of Hawke's Bay CDEM Group Office audits of CDEM at the local level which including EOC capability.
- Review of allocated staff for GECC and EOC operations to ensure that there is sufficient redundancy and clear distinction in staff for GECC and local IMT roles.

⁵⁷ Report for Hawke's Bay Regional Council, Plan to Implement the Hawke's Bay Strategy for Local Authority Land-Use Planning, August 2012

- Immediate review and update of SOPs for both the GECC and EOCs.
- Prioritisation of training and professional development of Controllers.
- Ensure that effective testing of the Hawke's Bay CDEM Group Welfare capability is conducted as part of the Tier 2 Exercise in October 2019.
- The Lifelines Group and Lifelines Group Chair investigate how an increased level of support can be developed for carrying out their functions under the CDEM Act.
- Review of the current LUC and Lifelines response capability.

Goal 4 – Enhancing capability to recovery from emergencies

- Development of operational recovery arrangements at Group and local level including the development of the recovery toolkit and consideration to other toolkits available for baseline development within other CDEM Groups.
- Inclusion of Recovery Managers (Group and local) on all CDEM CIMS and ITF training; consideration for other CDEM professional development and training opportunities including the Response and Recovery Leadership programme.
- Ensure that effective testing of the Hawke's Bay CDEM Group recovery arrangements are conducted as part of the Tier 2 Exercise in October 2019.
- Development of a Hawke's Bay CDEM Group Debrief Policy for consistency and standardisation of post-event and exercise debriefing.
- Development of a centralised Hawke's Bay CDEM Group corrective actions database to ensure that all post-event or exercise corrective actions are captured and tracked.

Enabler 1 – Governance and management arrangements

- Review of all Hawke's Bay CDEM Group documentation (strategies and plans) to ensure clear alignment to the Hawke's Bay CDEM Group Plan.
- Ensure that positive CDEM culture is maintained through leadership and the maintenance of agency relationships.
- Ensure alignment of the Hawke's Bay CDEM Group work programme with the CDEM Group Plan objectives which is then linked to work stream and CDEM Group Office team work programmes.
- Development of CDEM work programmes at the local level with alignment to other CDEM Group Work Programmes and clear direction on CDEM Group Office resourcing.
- Review of Joint Committee and CEG meeting structures and agendas with consideration for appropriate content related to the forum with a multi-agency approach.
- Review and allocation of appropriate CDEM budget at local authority level.

Enabler 2 – Organisational resilience

- Ensure that positive CDEM culture is maintained through leadership and the maintenance and further development of agency relationships (See recommendations in Enabler 1)
- Prioritisation and collective support to risk management capability.
- Group level commitment, prioritisation and collective support with a formalised Group-level approach to BCM capability.
- Development of a Hawke's Bay CDEM Group Debrief Policy for consistency and standardisation of post-event and exercise debriefing (See recommendation in Goal 4).
- Development of a centralised Hawke's Bay CDEM Group corrective actions database to ensure that all post-event or exercise corrective actions are captured and tracked (See recommendation in Goal 4).

Conclusion

Overall, the 72.2% score identifies the Hawke's Bay CDEM Group as having an advancing capability. The Hawke's Bay CDEM Group has organisational commitment to CDEM with considerable progress made. In defining an advancing capability, organisations are said to practice 'emergency management', with a mix of internal capability building, and externally facing programmes. There is comprehensive implementation of the requirements of the CDEM Act, with a range of programmes.

The Hawke's Bay CDEM Group's current projected path with CDEM, in consideration of the recommendations in this report, should meet with continued improvement in the future. CDEM capability is on track in the future to advance to a mature level of CDEM capability.

Report prepared by:



Malinda Meads

Consultant

Phone: 021 157 1093

Email: malinda.meads@gmail.com

Appendix 1 – Summary of M&E Interviewees

Hawke's Bay CDEM Group Emergency Management Office	Ian Macdonald (Group Manager/ Group Controller)
	Jim Tetlow (Team Leader – Operational Readiness)
	Lisa Pearce (Team Leader - Hazard Reduction)
	Karl Wairama (Team Leader – Community Engagement)
	Alison Prins (Group Welfare Manager)
	Edaan Lennan (Emergency Management Advisor – HDC/ Training & Planning)
	Rachel Schicker (Emergency Management Advisor - Public Information & Education)
	Denal Meihana (Emergency Management Advisor – WDC/ Community Engagement)
	Teresa Simcox (Emergency Management Advisor – CHBDC/ Response Technology)
	Marcus Hayes-Jones (Emergency Management Advisor - NCC/ Volunteer Management)
	Rakei Ngaia (Emergency Management Advisor - Community Engagement)
	Michelle Beedell (Executive Assistant)
East Coast LAB (Life at the Boundary)	Kate Boersen (Project Leader)
	Natasha Goldring (Project Leader Hikurangi Response Plan)
Hawke's Bay Plenty Regional Council	Councillor Rick Barker (Deputy Chairman)
	James Palmer (Chief Executive)
	Drew Broadley (Group Public Information Management Manager/ Chair InterCom)
Napier City Council	Acting Mayor Faye White
	Wayne Jack (Chief Executive)
	Antoinette Campbell (Director Community Services/ Local Controller)
	Adele Henderson (Director Corporate Services)
Hastings District Council	Mayor Sandra Hazelhurst
	Nigel Bickle (Chief Executive)
	Craig Cameron (Group Manager Economic Growth & Organisational Improvement/ Local Controller)
	Paula Murdoch (Manager, Emergency Readiness & Response and Libraries)
	Brent Chamberlain (Manager Strategic Finance/ Recovery Manager)
	Bruce Allan (Chief Financial Officer/Recovery Manager)
Central Hawke's Bay District Council	Mayor Alex Walker
	Monique Davidson (Chief Executive)
	Doug Tate (Group Manager Customer and Community Partnerships Local Controller)

Wairoa District Council	Mayor Craig Little
	Steven May (Chief Executive)
	Kitea Tipuna (Group Manager community & Engagement/ Local Controller)
	Libby Young (Transport Asset Manager/Local Controller)
Fire and Emergency New Zealand	Area Commander Ken Cooper
New Zealand Police	Inspector Chris Wallace
	Inspector Andy Sloan
Hawke's Bay District Health Board	Ken Foote (Company Secretary/ Alternate Group Controller)
Hawke's Bay District Health Board Public Health Unit	Nick Jones (Medical Officer of Health)
Hawke's Bay Lifelines Group	Oliver Postings (NZTA) (Hawke's bay Lifelines Group Chair)
Lifeline Utilities Coordinator	Noel Evans (Opus)

Appendix 2 – Summary of documents reviewed

The main documents and websites that have been reviewed in compilation of this report include:

- Hawke's Bay CDEM Group website: <https://www.hbemergency.govt.nz/>
- Hawke's Bay Regional Council website: <https://www.hbrc.govt.nz>
- Napier City Council website: <https://www.napier.govt.nz>
- Hastings District Council website: <https://www.hastingsdc.govt.nz>
- Central Hawke's Bay District Council website: <https://www.chbdc.govt.nz>
- Wairoa District Council website: <https://www.wairoadc.govt.nz>
- East Coast LAB website: <https://www.eastcoastlab.org.nz/>

- Hawke's Bay CDEM Group Plan 2014/2019
- Hawke's Bay CDEM Group Work Programme 2018/19 and 2019/20
- Hawke's Bay CDEM Group Community Engagement Work Programme 2018/19 and 2019/20
- Hawke's Bay CDEM Group Operational Readiness Work Programme Tracking 2018/19
- Hawke's Bay CDEM Group Work Programme 2018/20: Monitoring and Performance
- Hawke's Bay CDEM Group Plan: Objectives Progress
- Hawke's Bay CDEM Group Annual Report 2017/2018
- MCDEM Hawke's Bay CDEM Group Capability Assessment Report 2.0, June 2015
- Hawke's Bay CDEM Group: Capability Assessment Reports: Summary of Recommendations and Actions
- East Coast LAB (Life at the Boundary) Steering Group Terms of Reference, February 2019
- Hawke's Bay CDEM Communications Strategy 2017/2018
- Public Information and Education Strategy (draft)
- Hawke's Bay CDEM Group Guideline: Social Media in Response
- Hawke's Bay CDEM Group, Media Messages for Broadcast in an Emergency
- Hawke's Bay CDEM Group Community Resilience Strategy, April 2016
- Hawke's Bay CDEM Group Community Resilience Roadmap
- Community Resilience Plans (Kereru, Marewa-Napier South, Ponangahau, Taiwānanga, Tangitū)
- Hawke's Bay CDEM Group CDEM Volunteer Strategy, July 2018
- Hawke's Bay CDEM Group Volunteer Management Plan, 2019 – 2024, March 2019
- Hawke's Bay CDEM Group Training Needs Analysis Report, May 2016
- Hawke's Bay CDEM Group Training and Exercising Strategy, May 2016
- Hawke's Bay CDEM Group Training and Exercising Plan 2018-2019
- Hawke's Bay CDEM Group Exercising Sub-Plan 2018-2020
- Hawke's Bay CDEM Group Response Framework 2019
- Hawke's Bay CDEM Group Initial Response Plan 2018
- Hawke's Bay CDEM Group Standard Operating Procedures
- Hawke's Bay CDEM Group, Central Hawke's Bay District Council Capability Audit 2018

- Hawke's Bay CDEM Group Welfare Plan 2018-2023
- Hawke's Bay CDEM Group Recovery Strategy 2014-2019
- Hawke's Bay CDEM Group Recovery Meeting notes 2018/19
- Hawke's Bay CDEM Group, Debrief of the Kaikoura Earthquake and Tsunami Event
- Hawke's Bay CDEM Group Esk Valley Flood Event Debrief Report 2018
- Hawke's Bay CDEM Group Debrief: Emergency Events Last 6 Months, Summary of common themes 2019 (Controller's Debrief Presentation)
- Drought Summary Report, 15 January 2015
- Hawke's Bay Regional Council Debrief Event 06-07 August 2016
- Central Hawke's bay District Council Exercise Aumanga Debrief Notes, 05 March 2019
- Hawke's Bay CDEM Group Exercise Tangaroa Debrief Notes
- Hawke's Bay CDEM Group GECC IMT Final Report, December 2018
- Hawke's Bay CDEM Group Welfare Coordination Group/ Rural Liaison, Exercise Paki Paki Report, November 2018
- Hawke's Bay Regional Council, 'Facing our future' Long Term Plan 2018-2028
- GNS Science Consultancy Report, Update of the Hawke's Bay 10 Year Hazard Research Plan, June 2015
- Tonkin & Taylor, Report for Hawke's bay Regional Council, Wairoa River Bank Stability Assessment, May 2009
- Report for Hawke's Bay Regional Council, Plan to Implement the Hawke's Bay Strategy for Local Authority Land-Use Planning, August 2012
- Hawke's bay Regional Council, Hawke's Bay Tsunami Inundation by Attenuation Rule, August 2014
- GNS Science Consultancy Report 2013/151, Active Fault Mapping and Fault Avoidance Zones for Central Hawke's Bay District: 2013 Update, January 2014
- GNS Science Consultancy Report 2015/112, Active Fault Mapping and Fault Avoidance Zones for Hastings District and environs, January 2016
- GNS Science Consultancy Report 2016/133, Active Fault Mapping and Fault Avoidance Zones for Wairoa District: 2016 Update, January 2017
- GNS Science Consultancy Report 2011/105, Fault Avoidance Zone Mapping for Wairoa District, Napier City and surrounds, May 2011