

**Taranaki Civil Defence Emergency
Management Group**

**Thursday 11 August 2016
10.30am**

Taranaki Regional Council, Stratford

**Agenda for the meeting of the Taranaki Civil Defence
Emergency Management Group [Joint Committee] to be held in
the Taranaki Regional Council chambers, 47 Cloten Road,
Stratford, on Tuesday 11 August 2016 commencing at 10.30am.**



Members	Councillor	B R Jeffares	(Taranaki Regional Council) (Chairperson)
	Mayor	A Judd	(New Plymouth District Council)
	Mayor	N Volzke	(Stratford District Council)
	Councillor	I D Armstrong	(South Taranaki District Council)
Attending	Messrs	G K Bedford	(Taranaki Regional Council)
		S Briggs	(Senior Emergency Management Officer)
		B Ingram	(Emergency Management Officer)
	Ms	A Kemp	(Chairperson Taranaki CDEM CEG)
	Mr	P Ledingham	(Taranaki Regional Council)
	Mrs	K van Gameren	(Taranaki Regional Council)
	Mrs	J Ritchie	(Taranaki Regional Council)
Apologies	Mr	I Wilson	(Ministry of Civil Defence and Emergency Management)
	Mayor	R Dunlop	(South Taranaki District Council)
	Councillor	K Squire	(Stratford District Council)

Notification of Late Items

- Item 1** [Confirmation of Minutes - 14 June 2016](#)
- Item 2** [Structural and functional delivery of civil defence
in Taranaki](#)
- Item 3** **General Business**

Agenda Memorandum

Date 11 August 2016



Memorandum to
Chairperson and Members
Taranaki Civil Defence Emergency Management
Co-ordinating Executive Group

Subject: Confirmation of Minutes – 12 May 2016

Item: 1

Approved by: G K Bedford, Director-Environment Quality

Document: 1722442

Resolve

That the Taranaki Civil Defence Emergency Management Co-ordinating Executive Group:

1. takes as read and confirms the minutes and recommendations of the Taranaki Civil Defence Emergency Management Co-ordinating Executive Group meeting held in the Taranaki Regional Council Chambers, 47 Cloten Road, Stratford, on Thursday 12 May 2016 at 10.30am.

Matters arising

Appendices

Document #1682527 – Minutes Taranaki Civil Defence Emergency Management Co-ordinating Executive Group Thursday 12 May 2016

Minutes of the Taranaki Civil Defence Emergency Management Group meeting held in the Taranaki Regional Council Chambers, 47 Cloten Road, Stratford on Tuesday 14 June 2016 commencing at 10.30am.



Members	Councillor	B R Jeffares	(Taranaki Regional Council) (Chairperson)
	Mayor	N Volzke	(Stratford District Council)
	Mayor	R Dunlop	(South Taranaki District Council)
	Mayor	A Judd	(New Plymouth District Council)
Attending	Mr	G K Bedford	(Taranaki Regional Council)
	Ms	A Kemp	(Chairperson Taranaki CDEM CEG)
	Mr	S Briggs	(Senior Emergency Management Officer)
	Mr	B Ingram	(Emergency Management Officer)
	Mrs	K van Gameren	(Taranaki Regional Council)
	Mr	I Wilson	(Ministry of Civil Defence Emergency Management)

Apologies The apologies from Councillor K Squire (Stratford District Council), Mr C Stevenson (South Taranaki District Council) and Mrs B McKerrow (New Plymouth District Council) were received and sustained.

Notification of

Late Items There were no late items of general business.

1. Confirmation of Minutes – 1 March 2016

Resolved

THAT the Taranaki Civil Defence Emergency Management Group

1. takes as read and confirms the minutes and resolutions of the Taranaki Civil Defence Emergency Management Group meeting held at the Taranaki Regional Council chambers, 47 Cloten Road, Stratford, on Tuesday 1 March 2016 at 10.30am
2. notes that the unconfirmed minutes and confidential minutes of the Taranaki Civil Defence Emergency Management Group meeting held in the Taranaki Regional Council chambers, 47 Cloten Road, Stratford, on Tuesday 1 March 2016 at 10.30am, have been circulated to the Taranaki Regional Council, New Plymouth District Council, Stratford District Council and South Taranaki District Council for their receipt and information.

Volzke/Dunlop

Matters arising

There were no matters arising.

Doc# 1697580-v1

2. Taranaki Civil Defence Emergency Management Co-ordinating Group Minutes – 12 May 2016

Resolved

THAT the Taranaki Civil Defence Emergency Management Group

1. receives the unconfirmed minutes of the Taranaki Civil Defence Emergency Management Co-ordinating Executive Group meeting held in the Taranaki Regional Council chambers, 47 Cloten Road, Stratford on Thursday 12 May 2016 at 10.30am
2. adopts the recommendations therein.

Judd/Dunlop

Matters Arising

Ms A Kemp, Taranaki Civil Defence Emergency Management Co-ordinating Executive Group (CEG) Chairperson provided a verbal report and update to the Group on matters and business discussed at the CEG meeting (12 May 2016) to which the aforementioned minutes relate to, including:

- work being undertaken by Welfare and Lifelines Advisory Groups
- establishment of a project team to assist with planning going forward re the Taranaki CDEM Group Plan
- change to the Rural Advisory Group's Terms of Reference with regard to the appointment of Group Chairperson
- Red Cross Hazard smart phone application
- Taranaki Flood Response Plan

3. Confirmation of resourcing of civil defence emergency management in Taranaki for 2016/2017 and Taranaki Civil Defence Emergency Management Business Plan 2016/2017

- 3.1 Mr G K Bedford, Taranaki Regional Council, spoke to the memorandum to confirm the annual business plan for Taranaki Civil Defence Emergency Management 2016/2017 and the estimates for resourcing the delivery of civil defence emergency management functions in Taranaki for 2016/2017.
- 3.2 It was noted that the external review of the engagement and contributions of Members of CDEM and CEG to Taranaki CDEM, that is currently underway, may well result in changes to work programmes and resourcing arrangements in the new Group Plan. In the interim, the 2016/2017 Business Plan is essentially a holding pattern.
- 3.3 It was agreed that the Group should note the Taranaki Regional Council's 2016/2017 budget for civil defence emergency management, as approved in their *2015/2025 Long-Term Plan*, equates to 50% of the total district council contributions, being approx. \$362,000.

Resolved

THAT the Taranaki Civil Defence Emergency Management Group

1. confirms the previously circulated draft Civil Defence Emergency Management Business Plan 2016/2017 for Taranaki
2. adopts the statement of resourcing requirements for civil defence emergency management in Taranaki for 2016/2017
3. notes that the final cost sharing arrangement for 2016/2017 are reduced from the draft cost allocations provided in November 2015. The final figures are:

New Plymouth District Council	\$253,205
Stratford District Council	\$21,703
South Taranaki District Council	\$86,813

4. notes the Taranaki Regional Council's 2016/2017 budget for civil defence emergency management, as approved in their *2015/2025 Long-Term Plan*, equates to 50% of the total district council contributions, being approx. \$362,000.

Jeffares/Dunlop

4. Group Controllers - Update

- 4.1 Mr G K Bedford, Taranaki Regional Council, spoke to the memorandum providing the Group with an update on the status of controllers for the Taranaki Civil Defence Emergency Management Group.
- 4.2 Mr S Briggs, Senior Emergency Management Officer, and Mr I Wilson, Ministry of Civil Defence Emergency Management, outlined to the Group the specifics of the Ministry's Controllers Course designed ensure a consistent level of knowledge and expertise in the role nationwide that will ultimately allow Controllers to be utilised by other CDEM Groups if required. Two Taranaki Controllers are currently undertaking the Controllers Course. The Taranaki CDEM budget allows for two Controllers to undertake the course each financial year.
- 4.3 The Group held a wider discussion on the current cadre of Controllers in Taranaki CDEM and the impediments in ensuring all are adequately trained. Paid time to attend training, the required amount of study (2 years) and the significant role and responsibilities of a Controller during a civil defence emergency are seen as barriers to the recruitment of Controllers in the future. The district council's agreed that providing a long-term solution is desirable and agreed to consider resourcing Controllers for Taranaki CDEM from within their organisations. It was noted that this model was used in other CDEM Groups.
- 4.4 It was agreed that the Taranaki CDEM Group would write to each district council *requesting* each council to consider making available suitable staff for the role of Controller and the requirements of each district council obligations under the *Civil Defence Emergency Management Act 2002*.

Resolved

THAT the Taranaki Civil Defence Emergency Management Group

1. receives the memorandum providing an update on the status of controllers for the Taranaki CDEM Group
2. confirms the appointment of Mr Shane Briggs and Mr Brent Manning as interim Group Controller and Group Controller, respectively, to Taranaki CDEM Group
3. accepts the resignation of Mr David Haszard from his position as Group Controller, Taranaki CDEM Group
4. notes that Mr Shane Briggs and Ms Sue Kelly are undergoing a recognised Controllers' training course
5. agrees that the Taranaki CDEM Group write to the three Taranaki district councils inviting nominations for the position of Group Controllers in the Taranaki CDEM Group and of their obligations under the *Civil Defence Emergency Management Act 2002*.

Judd/Dunlop

5. General Business

There were no items of general business.

There being no further business, Chairperson Councillor B R Jeffares (Taranaki Regional Council), declared the Taranaki Civil Defence Emergency Management Group meeting closed at 11.15 am.

Confirmed

Group Chairperson: _____
B R Jeffares

Date: **11 August 2016**

Agenda Memorandum

Date 11 August 2016



**Memorandum to
Chairperson and Members
Civil Defence Emergency Management Group**

**Subject: Structural and functional delivery of civil
defence in Taranaki**

Item: 2

Approved by: G K Bedford, Director-Environment Quality
B G Chamberlain, Chief Executive

Document: 1718488

Purpose

The purpose of this memorandum is to advise the Members of the CDEM Group, of the completion of a report containing the findings of a review commissioned by the Group into the future delivery of enhanced civil defence functions in Taranaki. The full report, *Review of structural and functional delivery of responsibilities of the members of the Taranaki Civil Defence Emergency Management Group and Co-ordinating Executive Group*, is provided as a separate document within today's agenda. Mr Brendan Morris, author of the study, will give a presentation on the key findings to today's meeting.

Executive summary

The Group was advised at its meetings of 1 March and 14 June 2016 that a review had been commissioned and was being undertaken by an external consultant in order to clarify the desirable engagement and contributions of CDEM and CEG members to Taranaki CDEM, with the intention that the effectiveness and efficiency of CDEM in Taranaki should be lifted further from that established by MCDEM in the last monitoring and evaluation audit. That review had noted in particular a degree of uncertainty around and therefore lack of provision of the roles that territorial authorities are required to deliver within a fully integrated civil defence structure and organisation.

The consultant's report has now been provided. There has been an initial presentation to and discussion by the chief executives of the four local authorities. Given the imperatives of the forthcoming local body elections, the imposed timetable of the review of the CDEM Group Plan for Taranaki, and the need for local authorities to begin annual plan and budgeting processes for 2017/2018 towards the end of this calendar year, it was identified that it is necessary for the Group to make a timely decision on whether to now proceed along the lines set out within the review.

Members of the CEG have been invited to be in attendance at today's meeting of the CDEM Group, and may participate at the invitation of the Chair (while noting that only members of the Group will be able to vote on the above or any other recommendations).

Recommendations

That the Taranaki Civil Defence Emergency Management Group:

1. receives this memorandum
2. receives the report *Review of structural and functional delivery of responsibilities of the members of the Taranaki Civil Defence Emergency Management Group and Co-ordinating Executive Group*, August 2016
3. authorises the CEG to proceed to identify and establish structures and functional delivery of responsibilities in a manner generally consistent with the recommendations contained therein.

Background

The review was commissioned following the CEG meeting of 11 February 2016. The key intent of the CEG was that the review should be a means to identify and provide clarity around the joint and several roles and responsibilities of the members of the Taranaki CDEM Group (primarily the four local authorities of Taranaki), and having done so, to identify and allocate potential respective corrective actions as required by MCDEM arising from the Group's monitoring and evaluation audit. In addition the review was to also examine the roles and responsibilities of other members of the Coordinating Executive Group (CEG). The review was to address the questions:

1. What should be delivered by the local authorities, and what should be delivered by the Emergency Management Office (administered by the Taranaki Regional Council on behalf of the CDEM Group), in order to best provide a lawful, efficient, and effective civil defence for the region in accord with the Civil Defence Emergency Management Act 2002?
2. What should be delivered by other CEG parties?
3. What are the current deliverables and arrangements?
4. How should the Group move from the present to the recommended state in the most sensible progression, taking priorities and appropriate resourcing into account?

Discussion

The review was undertaken by Brendan Morris of Brendan Morris Consulting Ltd. A considerable library of documentation was made available to him. He conducted 27 interviews. His report draws upon this background, as well as his own experience in and knowledge of the CDEM sector around the country.

The report makes recommendations in 6 key areas.

Delivery of CDEM in Taranaki

The strength of the current regional model is recognised and endorsed by the review. The area of concern lies in the lack of clarity around local arrangements, roles, delivery, and co-ordination. The review recommends that these be strengthened.

Recommendation 1: It is recommended that Taranaki CDEM Group amends the current model to include a local CDEM delivery and coordination level based on territorial authority areas. This involves preparedness and resourcing of TAs to lead local response and recovery within their respective areas (see Recommendation 3).

CEG

The report suggests that the CEG should play a stronger role in developing and driving work programmes and budgets, whilst still remaining ultimately accountable to the CDEM Group. To align with the priority upon developing the district councils' roles and functions, the report recommends that the CEO of a district council be appointed as the CEG chair.

Recommendation 2: It is recommended that:

- CEG redefines its role and responsibilities towards a more strategic leadership and change management approach (as outlined in Recommendation 3)
- The CEG Chair role is appointed to a local authority chief executive in order to provide a greater level of mandate and authority for change management
- The CEG Chair role is played by a territorial authority chief executive, as most of the improvement actions required concern CDEM capability building at the local level.

Roles and responsibilities

There was near unanimous agreement amongst those surveyed that roles and responsibilities for CDEM are currently unclear. There is a lack of delineation of roles and responsibilities- there is no comprehensive description of these across all stakeholders within the current Group Plan, there was no constituting agreement at the time at the group was established, and there is a blurring of the TRC's administrative role and its participation as a member of the CEG and CDEM Group.

Recommendation 3: It is recommended that in principle, individual and collective local authority roles and responsibilities be guided by section 17 of the CDEM Act 2002 as follows:

- Sub-sections (a)-(e) are the main guide for individual roles and responsibilities. For TAs, this primarily means local CDEM coordination and delivery within their local authority areas. For TRC, this primarily means regional CDEM coordination across the CDEM Group area
- The individual roles and responsibilities within sub-sections (f)-(k) and the collective roles and responsibilities of all sub-sections (a)-(k) are met by the collective, via TEMO, CEG and the Joint Committee.

It is further recommended that the individual and collective roles and responsibilities outlined in Table 5 and Table 6 be used as the basis for developing and/or formalising roles and responsibilities within the Taranaki CDEM Group.

Recommendation 4: That the Taranaki CDEM Group develops and approves a constituting agreement, outlining fundamental elements and arrangements, including:

- Individual and collective roles and responsibilities of members and partners
- CDEM delivery model
- Budget development and management process
- Funding arrangements
- TEMO management arrangements.

It is further recommended that development of the constituting agreement be led by the four local authority chief executives.

TEMO resourcing

In order to deliver the expanded district council functions, as well as address other areas of lesser performance noted in the MCDEM monitoring and evaluation report, the review proposes that a greater level of resourcing at CDEM management level is necessary, and that additional Emergency Management officers be appointed to work with the district councils in a mentoring/training/advisory role, assisting the district council to develop their in-house capabilities across welfare, risk reduction, information gathering, local controller, and recovery functions at a local (district) level.

Recommendation 5: It is recommended that TEMO resourcing be increased from the current level of 3.35 FTEs to 6.0 FTEs, and is based on the roles and responsibilities as described in the report.

This will provide sufficient resource for TEMO to maintain and improve its capability where this is high, and target improvements to areas where it is most needed – local CDEM delivery, welfare, reduction and recovery. Resourcing at this level should enable substantial improvements to capability.

Priorities and implementation

The critical priorities identified from the review process are those of improving community preparedness and local CDEM delivery capability. These will need adequate resourcing to enable the desired improvements.

Recommendation 6: It is recommended that the following priorities be adopted as the main emphasis for corrective action planning:

- Local CDEM coordination and delivery capability:
 - Staff appointments and training
 - Local EOC systems
 - Impact assessment and welfare needs assessment (situational awareness)
 - Local welfare delivery capability
 - Recovery leadership, training and management
- Community resilience and preparedness
- Integration of hazard risk information with local planning and implementation.

It is further recommended that the following process be used to implement the recommendations within this report:

1. Agreement in principle on amending the CDEM model to include local delivery (if this can be achieved early, TAs may start to formalise arrangements locally)
2. Development of draft constituting agreement and strategic intent by chief executives working party
3. Joint Committee approval of constituting agreement and strategic intent
4. Implement changes to CEG and formalise strategy
5. CEG leads development of TEMO capacity building
6. Implement key priorities via corrective action planning.

Time frame considerations

The CDEMG Group and CEG need to be aware of particular timeframes when undertaking consideration of this report and its recommendations. These are as follows:-

- The CDEM Group Plan for Taranaki is under a statutory review process. By law this review must be substantially completed by September next year. In order to allow an appropriate period for public notification and submission, the hearing of any submissions, and preparation of a final version for adoption within this timeframe, it is necessary to present a draft version to the CDEM Group by February 2017. That in turn means that all decisions about and necessary changes to the current Plan to take account of any changes to the structure, functions, and organisation of CDEM in Taranaki (including all CDEM Group and CEG members) need to be made by the end of this calendar year;
- Local body elections this year mean that the current CDEM Group will have their last meeting on 6 September. There will then be a hiatus until new councils are sworn in and new appointments made to joint committees. The subsequent CDEM Group will have at least one new representative on it, who will need to be briefed. In simple terms, to maintain progress on the Group Plan review, it is highly desirable for any key decisions required at CDEM Group level to be made by 6 September 2016 rather than deferred until (at the earliest) very late in the 2016 calendar year;
- Should a re-structuring of CDEM delivery proceed as recommended within the report, there will be significant resourcing implications for both the TEMO and within individual district councils. Councils will be developing budgets and work plans for 2017/2018 by October- November of this year. It is imperative that decisions around commitments to the new structures and functions are made by this time.

For the reasons set out above, the Group is urged to make its decision at today's meeting whether to receive the report's recommendations and to give the CEG authority to proceed to establish the new structures and functional delivery of responsibilities in a manner generally consistent with those recommendations.

If the Group does so decide, then the next step would be to bring together at the soonest opportunity a chief executives' working party, to draft up a constituting agreement for CDEM in Taranaki including determination of funding arrangements and Members' particular obligations and responsibilities. It would be intended to have the new TEMO resourcing structure in place early in the year beginning 1 July 2017, concurrent within the new Plan. At the CEG meeting to follow today's Group meeting, a nomination for a new CEG chair would be invited, as proposed within the review report, in order to promote the close focus of CEG upon the priority of enhanced local CDEM reduction, response and recovery roles.

Decision-making considerations

Part 6 (Planning, decision-making and accountability) of the *Local Government Act 2002* has been considered and documented in the preparation of this agenda item. The recommendations made in this item comply with the decision-making obligations of the *Act*.

Financial considerations—LTP/Annual plan

This memorandum and the associated recommendations are consistent with the Council's adopted Long-Term Plan and estimates. Any financial information included in this memorandum has been prepared in accordance with generally accepted accounting practice.

Policy considerations

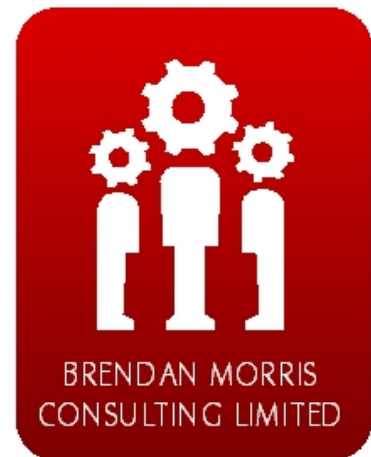
This memorandum and the associated recommendations are consistent with the policy documents and positions adopted by this Council under various legislative frameworks including, but not restricted to, the *Local Government Act 2002*, the *Resource Management Act 1991* and the *Civil Defence Emergency Management Act 2002*.

Legal considerations

This memorandum and the associated recommendations comply with the appropriate statutory requirements imposed upon the Council.

Appendices/Attachments

Document 1723226: *Review of structural and functional delivery of responsibilities of the members of the Taranaki Civil Defence Emergency Management Group and Co-ordinating Executive Group*



Leadership in hazards and
emergency management

Review of structural and functional delivery of responsibilities of the members of the Taranaki Civil Defence Emergency Management Group and Coordinating Executive Group

Prepared for: Gary Bedford, Director Environment Quality, Taranaki Regional Council/Administering Officer, Taranaki Coordinating Executive Group



Prepared by Brendan Morris

11 August 2016

Brendan Morris Consulting Limited is a hazards and emergency management consultancy. Based in Hamilton, the company offers services throughout New Zealand.

The primary objective of the company is to provide leadership in hazards and emergency management to middle and senior management within local and central Government. The company also provides policy and strategy services to local government.

Report Author

Brendan Morris.

Acknowledgements

I would like to thank both the Joint Committee and CEG members for their willingness to discuss the review in a free and frank manner. I note among members the high level of interest in ensuring that the arrangements for CDEM deliver an appropriate level of support for Taranaki communities.

I would like to thank Ian Wilson and Suzanne Vowles from the Ministry of Civil Defence & Emergency Management for their in-depth analysis of the Taranaki CDEM Group, including the historical perspective. Finally, I would like to thank the TEMO staff, and in particular Shane Briggs for time spent assisting me to understand the full extent of arrangements within the Taranaki CDEM Group.

Approved by:



Brendan Morris, Director Brendan Morris Consulting Limited.

Issued: August 2016

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Executive Summary

The purpose of this report is to identify and provide clarity on the joint and individual roles and responsibilities of members of the Taranaki Civil Defence Emergency Management (CDEM) Group and Coordinating Executive Group (CEG), and provide recommendations for corrective actions. The recommendations underpin corrective action planning, the CDEM Group Plan review and future work programmes.

This report was developed using a combination of background reviews, qualitative interviews and benchmarking against other CDEM Groups, in order to develop conclusions and recommendations.

Under the CDEM Act 2002, local authorities have individual responsibilities, joint responsibilities and simultaneous individual and joint responsibilities. Legislative requirements show that all local authorities must build and maintain capability to respond to and recover from emergencies. Emergency services are also required to participate on the CEG.

The current arrangements for CDEM in Taranaki are based on a centralised delivery model via the Taranaki Emergency Management Office (TEMO) based in New Plymouth. TEMO is resourced with 3.35 FTE staff, with two FTE emergency management officers based at TEMO. The CDEM Group has made key appointments for controllers, welfare managers and recovery managers, and these are based primarily in New Plymouth and Hawera.

The Ministry of Civil Defence Emergency Management (MCDEM) Capability Assessment Report (2015) shows significant improvements to governance and management performance since 2010, and good results for community awareness and organisational resilience. Areas highlighted most for improvement include hazard risk reduction as the lowest scoring and slowest improving, recovery capability and response capability.

Collective interview feedback from 27 individuals across all levels of CDEM in the Taranaki region shows:

- Recognition of progress being made and respect for TEMO staff
- Questions about the effectiveness of the current CDEM model and lack of events to test it
- Territorial authorities (TAs) recognise their responsibility for local CDEM preparedness and delivery
- Roles and responsibilities are unclear, and this has happened by evolution rather than by design
- There is a willingness from senior executives to work together to improve CDEM
- TEMO priorities are too driven by administration, and are not focussed enough on practical work
- TEMO is under-resourced, unable to deliver effectively at the local level and requires a full-time manager
- There is a perception of a lack of budget transparency by many interviewees
- There is room for improvement to the understanding and engagement of Joint Committee members, the strategic leadership focus of CEG, engagement of CEG members, and improving CEG and advisory group meeting outcomes
- The outcomes of the June 2015 flood event are perceived as positive overall, but there is recognition of local CDEM delivery issues
- The main critical priorities identified are community preparedness, improvements to local CDEM coordination and delivery, and clarification of strategic direction and priorities.

Benchmarking results against five other CDEM Groups indicate that TEMO falls well below the average number of FTEs per 100,000 population, and has different management and reporting arrangements than most other CDEM Groups. Other CDEM Group arrangements show considerable dependence upon TA capability.

This report reaches the following conclusions and recommendations:

CDEM delivery model: good progress has been made in the development of regional coordination since 2010, and fundamental planning and governance arrangements are sound. There is no case to be made for moving away from joint arrangements. Despite this, the current delivery model lacks formal arrangements for local CDEM coordination and delivery, and is inconsistent with national guidance and the arrangements of most other CDEM Groups. Amendment of the current model to include local CDEM coordination and delivery is recommended.

Coordinating Executive Group: the important role of CEG is acknowledged, along with a need to make improvements to the mandate and authority of the Chair, and to meeting processes and outcomes. Improvement to the strategic leadership and change management focus of CEG is recommended, and it is recommended that CEG be chaired by a local authority chief executive. Due to the focus of improvements required, a territorial authority chief executive as CEG Chair is recommended.

Roles and responsibilities: the lack of clarity around roles and responsibilities is the primary underlying cause of most issues in CDEM, and this lies mainly around the role of the administering authority, TEMO Manager and TRC, and the role of TAs in local CDEM delivery. Individual and collective responsibilities are proposed per section 17 of the CDEM Act 2002, and this results in minor modifications to the role of CEG, TRC, and TEMO, and definition of TA roles and responsibilities for local CDEM delivery. It is also recommended that a constituting agreement be developed to clarify roles and responsibilities, the CDEM delivery model, budget development and management, funding and TEMO management arrangements.

TEMO resourcing: TEMO is under-resourced when compared to other CDEM Groups, unable to effectively deliver CDEM locally, and requires a full-time manager role. It is recommended that total resourcing be increased from 3.35 FTEs to 6 FTEs, with the additional resourcing targeted towards community preparedness, TA local CDEM delivery capability, and hazard risk planning and implementation at the local level. A draft structure and outline role descriptions are provided.

Priorities and implementation: top priorities are identified as local CDEM delivery capability, community preparedness and reduction activities, drawn from a combination of the MCDEM Capability Assessment Report and interview feedback. Implementation should start with agreement on the CDEM delivery model, development of a constituting agreement, and Joint Committee approval prior to detailed corrective action planning and strategy development.

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Purpose

To identify and provide clarity on the joint and individual roles and responsibilities of members of the Taranaki Civil Defence Emergency Management (CDEM) Group and Coordinating Executive Group (CEG), and provide recommendations for corrective actions. Recommendations for corrective actions will address the findings of the Ministry of Civil Defence & Emergency Management (MCDEM) Capability Assessment Report 2015, and inform and underpin the forthcoming review of the CDEM Group Plan and future collective work programmes.

Background

It is generally held that there is a lack of clarity and recognition of the particular roles and responsibilities of the individual members who jointly comprise the Taranaki CDEM Group. On a number of occasions there have been expressions of uncertainty and anxiety as to whether each member is meeting the obligations imposed individually and jointly under the CDEM Act 2002. In addition, questions have been raised about whether the current arrangements for delivery of some functions through the Taranaki Emergency Management Office (TEMO) are fit for purpose, represent the best value for money, and fulfil the responsibilities of members across all elements of emergency management.

The CDEM Group received the second MCDEM Capability Assessment Report in June 2015. While this report showed improvements since 2010, further work to improve capability is required via a corrective action plan. In June 2015, the region experienced a widespread flood event that affected all parts of the region, and required region-wide response and recovery. While the outcomes were generally positive, the event uncovered a number of response and recovery issues – many of which were related to a lack of clarity on roles and responsibilities.

In addition to the MCDEM review and recent flood event, the current CDEM Group Plan must be reviewed in 2017. It is therefore timely to evaluate what structures and allocations of responsibilities provide the best fit for the purposes of CDEM in Taranaki.

Expected outcomes

Per the review brief, the expected outcomes of this report are:

- Improved clarity of responsibilities, interaction, co-ordination and working relationships between members of the CDEM Group and the CEG, across business as usual, incident response, and recovery situations
- The new CDEM Group Plan will enshrine a more comprehensive, more robust and more resilient structure and organisational allocation of roles than is currently the case
- The future performance expectations and resourcing requirements for the TEMO will be readily acknowledged and provided for
- Taranaki CDEM will become more cost-effective and efficient, and will progress beyond its current level of capacity and capability, through each member addressing its own contributions and performance
- CDEM and CEG members will be held mutually accountable for delivery of emergency management within Taranaki
- The CDEM Group will be better placed to ensure the strategic and operational needs of Taranaki CDEM are acknowledged and will be met.

Methodology

This report was developed using a combination of background reviews, qualitative interviews, analysis and development of conclusions and recommendations. The recommendations contained within this report are effectively high-level corrective actions, which will underpin development of the Corrective Action Plan, CDEM Group Plan and future work programmes.

Background reviews comprised:

- **Documentation:** detailed review of Taranaki CDEM Group Plan, and review of most strategic, hazard/site-specific plans and annual work plans
- **Legislation:** review of legislative requirements for local authorities and emergency services
- **CDEM guidance:** review of Guide to National CDEM Plan, and various other MCDEM guidelines
- **MCDEM Capability Assessment Report 2015:** detailed review of findings
- **Other CDEM Groups:** review and analysis of five other CDEM Groups as a benchmarking exercise.

Qualitative interviews were held with 27 key stakeholders representing all levels within the CDEM Group. The interviews were semi-structured, comprising broad starter questions covering individual and collective roles and responsibilities, resourcing, what is working well, where improvement is needed, and critical CDEM priorities. Detailed notes were taken from every interview, then compiled and analysed to draw out key themes. A list of interviewees is provided in Appendix 1.

Analysis of all background reviews and interviews was completed in order to arrive at conclusions and recommendations.

Legislative requirements

The CDEM Act 2002 specifies the legislative requirements for CDEM Groups and CEGs. The requirements of most relevance to CDEM Groups and CEGs are outlined in Table 1.¹

Table 1 shows that legislative requirements for local authorities under the CDEM Act 2002 relate to individual responsibilities, joint responsibilities (as the CDEM Group), and simultaneous individual and joint responsibilities. Per Table 1, local authority responsibilities differ in the following ways:

- Regional councils must be administering authorities under section 23
- Territorial authorities must fulfil lifeline utilities responsibilities under section 60.

The primary requirements for emergency services are to participate in the development of CDEM plans and provide an active member for the CEG, which is formed under section 20. All government departments, local authorities, emergency services and lifeline utilities must undertake CDEM functions and responsibilities per section 59.

Section 17 is the most informative in terms of roles and responsibilities for local authorities, with all local authorities being both individually as well as collectively responsible for each of the functions. Section 24 defines the functions and costs of administering authorities, and there is further explanatory information in the MCDEM 'Formation of CDEM Groups' guidelines. The relevant legislative provisions and guidance is provided within Appendix 2.

¹ These provisions are most relevant given the purpose of this report.

Table 1: CDEM Act 2002 - primary requirements for local authorities and emergency services

Section and Requirements	Responsibilities			
	Territorial authorities	Taranaki Regional Council	Taranaki CDEM Group	Emergency Services
12 Every regional council and every territorial authority must unite to establish a CDEM group as a joint standing committee	✓	✓		
13 Every local authority must be a member of a CDEM Group	✓	✓		
16 Powers and obligations of each member of the CDEM Group	✓	✓		
17 Functions of the CDEM Group and each of the members	✓	✓	✓	
18 General powers of the CDEM Group			✓	
20 The CDEM Group must establish and maintain a CEG with local authority and emergency services appointments, and functions			✓	
23 & 24 The CDEM Group administering authority is the regional council per s. 23, with the functions and costs per s. 24		✓		
25 The CDEM Group must appoint at least one member of the Group as a person authorised to declare a state of local emergency			✓	
26 A CDEM Group must appoint a suitably qualified and experienced person to be Group Controller, and appoint at least one alternate			✓	
48 CDEM groups must prepare and approve a CDEM Group Plan			✓	
59 Departments and others to undertake CDEM functions and responsibilities	✓	✓	✓	✓
60 Territorial authorities must fulfil the requirements of lifeline utilities	✓			
63 Emergency services must participate in the development of CDEM plans and provide an active member for the CEG				✓
64 Local authorities must plan and prepare for CDEM, and ensure they are able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency	✓	✓		
85 CDEM Groups have emergency powers			✓	

Current CDEM arrangements

Taranaki CDEM Group

The Taranaki CDEM Group comprises a joint standing committee of the four local authorities in the region, with functions as outlined in Appendix 3. Advisors to the CDEM Group include the CEG Chair, TEMO, Group Controller and the MCDEM Regional Emergency Management Advisor.

The CDEM Group has formed a CEG, the TEMO, and receives advice from seven advisory groups (per p. 53 of the CDEM Group Plan). The CDEM Group is currently chaired by Taranaki Regional Council (TRC).

CEG

The CEG comprises the chief executives or delegates from each local authority, senior members from the New Zealand Police and New Zealand Fire Service and the chief executive officer or delegate of Taranaki District Health Board as statutory appointments. Other CEG appointments made under the CDEM Group Plan with full voting authority are the chairs of the CDEM advisory groups, the CDEM Group Controller and St John. CEG functions are provided in Appendix 3.

CEG advisors include the Group Recovery Manager and Welfare Manager, the TEMO and the MCDEM Regional Emergency Management Advisor. The CEG is currently chaired by the District Health Board representative.

TEMO

Responsibilities²

The TEMO coordinates and facilitates the 'day-to-day' CDEM planning and project work on behalf of the CDEM Group and CEG. The CDEM Group Plan states that 'TEMO coordinates interagency responses to emergencies, and is maintained in a high state of readiness'. Emergency response and recovery is led from the TEMO based in New Plymouth.

TEMO responsibilities in partnership with TRC public information and policy officers (per section 4.2.1 of the CDEM Group Plan) and the functions of the TEMO emergency management officers (per section 8.1.3. of the CDEM Group Plan) are provided in Appendix 3.

Resourcing

The current TEMO resourcing, per the TEMO Annual Business Plan 2016-17, is summarised in Table 2 below.

Table 2: TEMO resourcing summary 2016/17

Work activity	FTEs per activity	% hours/activity	% budget
Management and administration	0.96	29	32
Community Resilience	0.90	27	22
Operational Capability Development	0.78	23	23
Risk Research and Planning	0.71	21	23
Total	3.35		

² Per CDEM Group Plan sections 8.1.3 (p. 54) and 4.2.1 (p. 30).

The current indicative breakdown of TEMO staff FTEs is³:

- Director – Environment Quality (0.3)
- Senior Emergency Management Officer (1.0)
- Emergency Management Officer (1.0)
- Policy Analyst (0.6)⁴
- Administrative officer (0.5)
- Communications Manager TRC (0.2)
- Communications Officer TRC (0.2)
- Education Officer TRC (0.1)
- Group Controller (0.05).

Key appointments

The CDEM Group has made the following key appointments:

- Group Controllers: Senior Emergency Management Officer (primary, based at TEMO); five alternates (three based in New Plymouth, two based in Hawera). The CDEM Group has delegated a range of powers to Group Controllers, per section 8.1.4 of the CDEM Group Plan
- Welfare Managers: Emergency Management Officer (primary, based at TEMO); one alternate (based in New Plymouth)
- Recovery Managers: Group Manager Community Services, South Taranaki District Council (primary, based in Hawera); one alternate (Community Partnerships Lead, New Plymouth District Council).

Budgets and Funding

The total budget for 2016/17 as approved by the CDEM Group is \$723,000. Development of annual budgets is managed by TRC, with assistance from TEMO staff. Annual budgets are based on existing resources, with contracted services and overheads added by TRC as required.

Funding of CDEM Group budgets is allocated across the local authorities based on the formula in section 8.2.3 (Cost Apportionment) of the CDEM Group Plan. CDEM Group funding is provided for all TEMO staff positions, including the primary Group Controller (at present part of the Senior Emergency Management Officer role) and Welfare Manager (part of the Emergency Management Officer role).

Administering Authority

TRC is the administering authority for the Taranaki CDEM Group and the CEG. The administrative and related services provided by TRC are provided in Appendix 3.

Advisory Groups

Seven advisory groups have been formed to provide specialist advice on operational planning across the 4Rs and expertise to assist in the running of the Emergency Operations Centre (EOC). The intention of advisory groups is to ensure effective liaison between CDEM and key stakeholders in the community. A summary of the purpose of advisory groups is provided within Appendix 3.

³ Note that allocations are approximate only, and are based on the TEMO Annual Business Plan 2016-17 Section 3 Organisational Matrix figures, which do not directly align with total actual reported FTEs of 3.35.

⁴ 0.6 for 2016/17, but usually 0.4.

Capability Assessment Report 2015

The Taranaki CDEM Capability Assessment Report (version 2.0) was issued by MCDEM in April 2015. The report followed on from the initial report, which was issued in 2010.

The report comprises CDEM assessment across four goals and two enablers, and compares the results across these enablers to the 2010 report. A summary of the results across the enablers is provided in Table 3. The results show that Goal Two is the lowest scoring and slowest improving, while Enabler One is the highest scoring and fastest improving. Table 4 provides further detail on strengths, areas for improvement and commentary on the results.

Table 3: Capability Assessment Report 2015 overall results

Goal/Enabler	2015 result (%)	2010 result (%)	Change
Goal One: Increasing community awareness, understanding, preparedness and participation in CDEM	63.4	53.5	+9.9
Goal Two: Reducing the risks from hazards	41.9	38.2	+3.7
Goal Three: Enhancing capability to manage emergencies	59.1	52.3	+6.8
Goal Four: Enhancing capability to recover from emergencies	50.1	37.7	+12.4
Enabler One: Governance and management arrangements	74.7	44.4	+30.3
Enabler Two: Organisational resilience	70.4	-	-

Table 4: Capability Assessment Report 2015 detail on strengths and areas for improvement

Goal/Enabler	Strengths	Areas for Improvement	Comments
Goal One: Increasing community awareness, understanding, preparedness and participation in CDEM	Public information management and dissemination of preparedness messages	Community resilience work is in its early stages, but is being considered in the engagement of communities and volunteers in CDEM. Implementation of community input into hazard risk management is being considered, but the implementation of this is patchy	The overall community resilience scores in Goal G1B (improving individual and community resilience) are being artificially raised by the high dissemination of messages score
Goal Two: Reducing the risks from hazards	Emergency management research is a core strength, primarily due to the expertise and efforts of TEMO staff	There is a big discrepancy between the scoring of TRC (upper end of the advancing bracket) and TAs (developing bracket). TAs have identified that there is further work to do in local analysis of regional information, collation of other relevant data, and in having deliberate risk options and acceptance conversations with communities	The scores reflect a need to improve the application of hazard risk information rather than creation of new information. This is particularly required at the TA level

Goal/Enabler	Strengths	Areas for Improvement	Comments
Goal Three: Enhancing capability to manage emergencies	Core strengths lie in integrated exercise programmes, the EOC facility, the provision of warning systems, and group welfare planning	The primary areas are local welfare planning and delivery, identification of critical resources during emergencies, and logistics processes. The results also suggest that improvements to capability development programmes, local CDEM planning and EOC staffing are required	The overall score of 59.1% masks unsatisfactory performance in sourcing of critical resources (20%), logistics processes (28%), local welfare planning (25%) and local welfare delivery (35%)
Goal Four: Enhancing capability to recover from emergencies	Core strength is in processes for learning from emergencies, and outlining of broad processes for holistic recovery management. A Group Recovery Manager has also been recently appointed	Most of the performance indicators fall into this area, including structures, roles, recovery manager capacity, impact assessments, information management and community engagement in recovery	The Goal G4B (learning from emergencies) result artificially raises the total score across the performance indicators. The total score masks the unsatisfactory performance in recovery planning and community integration (30%) and impact assessment (30%)
Enabler One: Governance and management arrangements	Core strengths are CDEM leadership, positive behavioural attributes and funding arrangements	Group and local CDEM roles need to be defined, particularly for welfare, community resilience, capability development and resourcing. The application of hazard risk funding is also identified for improvement	The CDEM Group score is consistently higher than MCDEM scoring. Scoring parameters are largely limited to structures and processes
Enabler Two: Organisational resilience	Leadership and culture of two local authorities enables continuous improvement	Identification of critical business functions and formalising business continuity management are the primary areas for improvement	The results are not reliable, since only two out of four local authorities participated in the question

Interview feedback

Introduction

The following feedback has been compiled from interviews with 27 individuals across all levels of CDEM in Taranaki. The following general themes emerged from the collective feedback:

- What is working well
- Recurring themes regarding CDEM in Taranaki
- Observations about CDEM roles and responsibilities
- TEMO work priorities, resourcing, local CDEM delivery and the manager role
- Observations about the Joint Committee, CEG and advisory groups
- The June 2015 flood event
- Critical priorities for CDEM.

A key point summary of each general theme is provided below.

What is working well

The following observations are made, from most to least commonly mentioned:

- The TEMO emergency management officers are hard-working and competent, are good at developing and maintaining positive working relationships, and are widely respected across the region
- TAs have recently recognised the need to improve local readiness and response capability, and are taking some actions to improve their capability. Examples of this include undertaking in-house inductions for CDEM, providing emergency management leadership roles and making some improvements to internal response arrangements and systems
- The public information management function works well, and this is largely due to the professionalism of the staff involved
- Emergency services work well alongside TEMO staff during response, and the relationships between emergency services and TEMO staff are strong
- The TEMO facility (hardware) works well and is improving
- There has been increased engagement on the CEG by TAs recently, and some improvements to engagement of the Joint Committee in CDEM
- The CEG and advisory group meetings provide opportunities for networking and relationship building
- The fundamental legislative compliance requirements and plans for the CDEM Group are sound.

Recurring themes regarding CDEM in Taranaki

The following recurring themes became evident throughout the interview process:

- **Lack of events:** there is a perception among some interviewees that a lack of events has led to an over-reliance on TEMO and complacency in development of local arrangements
- **CDEM model:** there is a perception from some interviewees that the current model represents the 'extreme end' of centralisation, and does not deliver what is needed locally. Other interviewees note that TEMO was never intended to deliver all CDEM services. Despite the predominant view of a lack of adequate local service provision at present, there is unanimous support for retaining joint arrangements
- **Role of TAs:** there is a common view among TAs that Mayors must front emergencies on behalf of their communities, that TAs must be adequately prepared for and 'cannot walk away from

emergencies', and that TAs will be held accountable by their communities. There is also a willingness from TA senior executives to play a greater role in CDEM delivery

- **Willingness for change:** there is consistent feedback from senior executives across the local authorities that the time is right for change, and there is a willingness to work together to help the CDEM Group move forward.

CDEM roles and responsibilities

Collective feedback indicates that:

- There is near unanimous recognition across governance, management and delivery levels that specific CDEM delivery roles and responsibilities are unclear. This lack of clarity primarily concerns the roles and responsibilities of TRC and TAs both individually and collectively, and the role of TEMO
- There is a strong and widely reported need to clarify delivery expectations for all parties, and a lack of clear delivery expectations is often cited as the primary cause of delivery issues
- The two key issues most commonly reported with roles and responsibilities are:
 1. A perceived blurring of responsibilities between the administering authority, CEG and TEMO management roles
 2. A lack of clarity around responsibilities for local CDEM delivery during readiness, response and recovery.

There are two frequently and widely reported perceptions regarding the evolution of roles and responsibilities among local authorities:

- TRC has 'overstepped' its administering authority role, and has at times incorrectly assumed leadership and/or control of the CDEM Group, CEG and TEMO
- TAs have abdicated responsibility for CDEM to TRC/TEMO, have not been active enough in terms of preparation and engagement, and need to 'step up' in the CDEM space.

There is broad acknowledgement across staff from all four local authorities that the current situation has emerged more by evolution than by design. There is an acknowledgement from both TRC and TAs that the current situation has emerged in the absence of clearly defined and agreed roles and responsibilities, and that 'all local authorities have played a part in getting to the current situation'.

TEMO priorities, resourcing, local CDEM delivery and management

Work priorities

- There is a large majority view that current work priorities do not align with what is required in CDEM. There is too much emphasis on administration and planning, and too little emphasis on simple, practical work programmes that improve Council and community preparedness
- There is a broad perception that TEMO staff 'barely manage to feed the administrative monster', and 'cannot rise above the bureaucracy' to focus on work that has useful outcomes
- There is a majority view that work priorities are either unclear or have been developed without robust discussion.

Resourcing

- There is a majority view that TEMO is under-resourced and is not able to deliver the current work programme. This view is most strongly held by TEMO staff, but widely recognised as an issue across the organisations involved in CDEM

- Alongside the point above, there is some recognition of the need to adequately define delivery requirements before judgements on resourcing can be made
- A small minority of interviewees are unclear whether TEMO is under-resourced or not.

Local CDEM delivery

- There is a majority view that TEMO is disconnected from TA work programmes and is not able to engage with TAs to an adequate extent
- There is a strong view from TEMO staff that they are unable to provide local CDEM delivery due to a lack of resourcing and local presence
- Many TA staff recognise gaps in local delivery, and perceive that some aspects of CDEM must be delivered locally – in particular:
 - **Welfare:** there is a lack of understanding about why welfare delivery is a TEMO role, a recognition that local knowledge is critical to delivery and acknowledgement that in future, regardless of current arrangements, local welfare delivery capability will be required⁵
 - **Situational awareness:** the need for local intelligence capability is recognised, and this is currently perceived to be a gap. There is a strong relationship to welfare needs assessment, establishment of regional situational awareness, consistent reporting and identification of infrastructure damage and restoration priorities
 - **Community resilience planning:** the level of community engagement is low, and TEMO struggles to undertake local engagement due to time and resource constraints. There is a perception that this is out of step with what is required in terms of helping communities to increase their awareness and preparation
 - **Recovery:** there is a gap in capability and resourcing of recovery managers, and acknowledgement of the long-term nature of recovery, including psychosocial issues.

Manager role

- There is a strong majority view that the current 0.3 FTE Manager role is an unusual arrangement that is inefficient and unworkable. This is primarily due to:
 - A common perception that the role has not been given the resourcing and attention it deserves in light of increasing CDEM sector and community expectations
 - A perception that much of the manager role is already played by the Senior EMO
 - The physical separation between the manager role and TEMO office and staff.

Budgets and funding

The primary issue raised by the majority of interviewees is the perceived lack of budget transparency. The consequences of this are a broad lack of understanding of:

- How the overall total is developed, and whether this represents good value for money
- The level of overhead components, and the applicability of some overheads to the CDEM Group
- A perceived lack of consistency around funding for some CDEM Group roles, such as alternate group controllers and recovery managers
- Applicability of the funding of some work under CDEM.

⁵ Particularly recognised by South Taranaki District Council and Stratford District Council following the June 2015 flood.

There is evidence that a lack of budget transparency undermines trust amongst local authorities. Despite this, there is also an underlying view that budgets and funding issues should not become a barrier to CDEM service provision.

There is recognition by some interviewees that improvements to budget transparency have been made over the past two years.

Joint Committee, CEG and advisory groups

Joint Committee

The collective feedback of joint committee members is:

- Members need to have a good understanding of what is going on in CDEM, and ‘what we are trying to achieve’, so that the right questions can be asked. Members collectively feel they do not have a good enough connection to CDEM ‘operations’, are unclear if they are dealing with the most important priorities, and feel that their connections to TA and TEMO work programmes need to improve
- There is a perception that meetings are often ‘tick-box compliance’ exercises, with agendas being a fait accompli
- Members are concerned about their organisational state of readiness, and a lack of local CDEM presence
- The need for honest conversations and less formality at meetings.

CEG

The collective feedback of CEG members is:

- CEG meetings are too formal, and not conducive to open, honest discussions. There is a need to make meetings less formal, to focus on what the real priorities are, and lead improvements in priority areas
- At times, there is little meaningful dialogue, and there are perceptions of little value added from some members, with reports primarily centred on the TEMO work programme
- Some members question the value of meeting outcomes
- Some members question the value of agendas to emergency services, while others perceive that emergency services are somewhat disengaged at meetings, rotate staff frequently and are response-focussed
- There is some recognition of improvements to meetings over time, and of the recent efforts to improve the tone and relevance of meetings
- The importance of meeting attendance is understood by members, and there is acknowledgement of the value of networking.

Some CEG members question the position of the Chair from a ‘non-funding’ organisation, and perceive that greater mandate and authority is required in the position. The same CEG members go to great lengths to state that this in no way undervalues the contribution of the current CEG Chair, who is widely respected across the region, and is perceived by members to have ‘done a great job under difficult circumstances’.

Advisory Groups

The most common collective feedback on advisory groups is:

- A perception that there may be too many groups, and that advisory groups are an administrative burden on TEMO staff
- Meetings often lack meaningful outcomes
- Meeting outcomes can be good provided that the agendas are carefully targeted towards the audience.

Other perceptions include:

- A high level of reliance on individuals to drive outcomes, with little dedicated resourcing available
- Networking is reported as the primary benefit of meetings
- Attendance at meetings is often poor
- Some groups such as the Rural Advisory Group are struggling, and the relevance of some groups is questionable.

The June 2015 flood event

The following collective feedback was provided:

- The outcomes of the event were largely perceived by interviewees and communities as positive. The event highlighted the professionalism of some staff and of emergency services, the benefits of using existing local contractors, and improvements made to readiness in the past few years
- There was a consistent perception that the event was beneficial for uncovering CDEM delivery issues, as a benchmark for improvement, and that better outcomes could have been achieved
- The primary issues reported as arising from the event are:
 - Difficulties in establishing local situational awareness of the extent and magnitude of the event - both for road damage/access and for welfare needs. This was particularly the case for rural areas, where there was a lack of clarity around responsibilities for welfare needs assessment, significant delays in obtaining reliable information and a lack of clarity around reporting requirements
 - A lack of local welfare delivery capability, and over-reliance on TEMO staff to deliver welfare
 - Little regional coordination of lifeline utility damage and repair work (primarily roads)
 - Difficulties in running South Taranaki District Council (STDC) and Stratford District Council (SDC) emergency operations from TEMO, and uncertainty among STDC and SDC staff about the extent to which they should set up local operations. The primary reason for this uncertainty was not wanting to duplicate EOC operations
 - Over-emphasis on 'New Plymouth issues' initially, and a lack of overall regional awareness and priorities
 - Delays in the appointment of a recovery manager, and a lack of recovery management experience
- Other issues reported by some individuals included unnecessary criticism of TEMO staff for lack of welfare delivery, a lack of adequate numbers of EOC-trained staff for response and recovery, and issues around the evacuation process in Waitotara.

Critical priorities

The following critical priorities were collectively identified:

- **Community preparedness and capability:** there is strong, near-unanimous feedback that improving community preparedness and capability is the most important priority. Improving community resilience planning, establishing and maintaining local connections and harnessing existing local capability are viewed as the primary means to improving resilience
- **Welfare delivery:** developing local welfare delivery capability and capacity
- **Situational awareness:** improving local impact/needs assessment and intelligence gathering capabilities
- **TA capability:** improving TA capability for emergency response and recovery, including local incident management centres, and better utilising existing TA resources, community contacts and expertise
- **TEMO and TAs:** closer working relationships between TEMO and TAs, and adequate TEMO resourcing to enable this
- **Strategic direction and priorities:** clarification of strategic direction and work priorities, change management leadership and development of a simple, pragmatic work programme.

Other commonly mentioned priorities are:

- **Training and exercising:** there is a need to train further staff for EOC roles, and formalise staff introductions and inclusion in role descriptions. It is acknowledged that good training is provided by TEMO staff, and that some staff inductions are being done
- **Reduction:** work in this space is not well enough connected with CDEM and there is a perceived lack of leadership at the national level. Despite this, it is acknowledged that some good work has already been done
- **GIS/IT:** there is a need to develop GIS capability for emergency management, and website functionality is limited at present
- **Lifelines Coordination:** there is a need to provide funding to support development of response tools, such as contact lists
- **Business continuity management:** there is a need for local authorities to improve in this area.

Benchmarking against other CDEM Groups

A benchmarking exercise was undertaken with five other CDEM Groups, being Hawke's Bay, Nelson-Tasman, Southland, Gisborne and West Coast, as a means of comparing arrangements. Other CDEM Groups were chosen primarily on a combination of the number of local authorities in the group, regional population and to a lesser extent, the size of the region.

A variety of metrics were assessed, including FTEs per population, structure, key appointments, the group manager role and reporting arrangements, the role of the administering authority, CDEM Group expectations of TAs, and future work priorities. Metrics on FTEs, structure, key appointments, reporting and arrangements are presented in Appendix 4, CDEM Group expectations of TAs in Appendix 5, and work priorities and involvement of emergency services in Appendix 6.

In summary, the following observations can be made:

- At 3.0 FTEs per 100,000 population, Taranaki CDEM Group falls well below the average of 6.5 FTEs per 100,000 population of the other CDEM Groups⁶
- Taranaki has similar numbers of controllers appointed to other CDEM Groups when compared to the number of TAs in the group, but fewer welfare and recovery managers
- Four out of the five other CDEM Groups have:
 - Local authority chief executives as CEG chairs, and the fifth, as a unitary authority, has a TA senior executive
 - A 1.0 FTE group manager appointed, and the other has a temporary 0.4 FTE (formerly 1.0 FTE) group manager. Three of the group managers are also controllers
 - Joint arrangements for group manager reporting – to the CEG Chair for CDEM work programmes, and to the administering authority for administrative functions. The other group manager sits within a Unitary Authority
- In summary, CDEM Group expectations⁷ of TAs are
 - Broad expectations in the West Coast and Hawke's Bay CDEM Groups, including provision and staffing of local emergency centres, provision of local response and recovery management, participation in training and exercising, and support for community resilience and education programmes
 - Business Continuity Planning is stated as an expectation in Nelson-Tasman, Hawke's Bay and Southland, and Nelson-Tasman requires provision of staffing for the EOC
 - Recently, conversations have started in Southland to address the role of TAs in response and recovery given the joint model employed by Southland. This is in response to recent preparedness concerns expressed by Invercargill City Council and Southland District Council
- The most common future work priorities of other CDEM Groups from most to least common are:
 - Community engagement, resilience-building and response planning
 - Maintenance of operational readiness
 - Welfare planning and delivery improvements
 - Professional development, training and exercising
 - Updating the CDEM Group Plan
 - Improving recovery arrangements and planning.

⁶ Note that this figure is skewed upwards by the low population of the West Coast, and FTE numbers in Hawke's Bay.

⁷ Gisborne District Council, as a Unitary Authority, is not considered.

Discussion, conclusions and recommendations

Taranaki CDEM delivery model

Discussion

The Taranaki CDEM delivery model is based around the TEMO, which has responsibilities for supporting hazard research and awareness, undertaking readiness activities, monitoring and responding to emergencies, and assisting with recovery activities on behalf of the CDEM Group. The MCDEM Capability Assessment Report 2015 notes good scores and improvements in core TEMO activities, and states that lower scores are 'reflective of the focus and attention that the Taranaki Group has taken in building the foundations first, and delivering the outcomes on the ground second'.⁸

Interview feedback reinforces perceptions that improvements have been made to TEMO operational readiness, and that fundamental legislative compliance and planning is sound. Interview feedback is mixed on the benefits of the current centralised model, but unanimous that joint arrangements should be retained.

The framework for CDEM response and recovery in New Zealand is based on five levels - national, regional, local, incident and community. This framework runs throughout national CDEM guidance including the Coordinated Incident Management System (CIMS), Response Planning in CDEM, Welfare Services in an Emergency and Recovery Management (refer to Appendix 7). Response and recovery management is dependent upon the following fundamental concept:

- Local delivery and coordination
- Regional coordination
- National support.

The current Taranaki model combines regional coordination with local delivery and coordination from the TEMO. There are no formal arrangements for local delivery, with the CDEM Group Plan primarily relying on local delivery occurring via individual agencies.

Feedback from interviews shows that a lack of clarity of local arrangements and roles and responsibilities is the root cause of many issues arising from the June 2015 flood event. Across New Zealand, there is a high level of reliance on local delivery and coordination arrangements, with a large majority of TAs maintaining formal arrangements for local delivery. Evidence from Southland CDEM Group (the group most similar in structure to Taranaki) suggests that while the benefits of a joined CDEM model are clear during readiness, robust local response and recovery arrangements must be maintained.

Conclusions

- The current model has seen development of regional coordination capability, and improvements as noted by the Capability Assessment Report 2015
- There is strong support for retaining a joint model, and no evidence to suggest that a change to this would be beneficial
- While the current model is consistent with CIMS in terms of positions assigned to the EOC, it is inconsistent with CIMS in terms of the absence of a formal local level for response and recovery management

⁸ Refer to p. 20.

- The current model is inconsistent with national response, welfare and recovery guidance, and has implicit and informal response arrangements for local delivery
- There is a gap in formal response and recovery arrangements for local delivery and coordination.

Recommendation 1

It is recommended that Taranaki CDEM Group amends the current model to include a local CDEM delivery and coordination level based on territorial authority areas. This involves preparedness and resourcing of TAs to lead local response and recovery within their respective areas (see Recommendation 3).

Coordinating Executive Group

Discussion

The CEG plays an important role in CDEM by ensuring organisational commitment of resources and acceptance of CDEM as core business. Membership at a senior level is required to ensure this.

The responsibilities of CEG to the Joint Committee as defined in section 20(2) of the CDEM Act are to provide advice, implement decisions and oversee development and implementation of the CDEM Group Plan. The MCDEM 'Formation of CDEM Groups' guidance does not expand greatly on these requirements, being limited to structural and administrative matters concerning CEG.

Experience from across New Zealand shows that the role of CEG in CDEM strategy and leadership is more important than currently recognised in the 'Formation of CDEM Groups' guidance. Many CEGs across New Zealand are chaired by chief executives, and play a core role in developing and driving work programmes and budgets (refer to Appendix 4 for examples). Experience also suggests that the role of CEG is most important where change management is required.

Interview feedback suggests that improvements could be made to the CEG in terms of clarifying priorities, encouraging open dialogue and improving meeting outcomes. There is a perception that greater mandate and authority is required by the Chair, but that this should not be taken as a criticism of the current Chair.

Conclusions

- The strategic leadership role of CEG is pivotal to CDEM success, and there is growing evidence of this across New Zealand
- Many CEGs are chaired by chief executives, and there is evidence that strong leadership from CEG chairs is most important where change management is required
- The Taranaki CEG would benefit from a greater strategic focus, and a Chair that is focussed primarily on strategy rather than facilitation.

Recommendation 2

It is recommended that:

- CEG redefines its role and responsibilities towards a more strategic leadership and change management approach (as outlined in Recommendation 3)
- The CEG Chair role is appointed to a local authority chief executive in order to provide a greater level of mandate and authority for change management
- The CEG Chair role is played by a territorial authority chief executive, as most of the improvement actions required concern CDEM capability building at the local level.

Roles and responsibilities

Discussion

The CDEM Act 2002 is clear that local authorities have both individual and joint requirements for CDEM. Responsibility for all the functions under section 17 lies with TAs and TRC individually, and the CDEM Group as a collective. The MCDEM 'Formation of CDEM Groups' guideline states as a key message that 'division of responsibilities between the administering authority and group member authorities should be clearly defined (for example within a constitution)'. The guideline is clear that the role of administering authority does not confer any additional leadership responsibility or any extra status on the regional council above other member authorities.

There is near unanimous agreement that roles and responsibilities for CDEM are unclear. The current CDEM Group Plan defines the functions of the Joint Committee and CEG, readiness responsibilities for TEMO and TRC jointly, and functions of the emergency management officers within TEMO. It is understood that no CDEM Group foundational document was ever developed or approved, and it is unclear why this is the case. The MCDEM Capability Assessment Report 2015 recognises the lack of delineation of roles and responsibilities, and acknowledges the discussions underway to improve this.

Interview feedback suggests that lack of clarity comprises two key areas 1. 'Blurring' of administering authority, CEG and TEMO roles and responsibilities, and 2. Local CDEM delivery roles and responsibilities. Two key perceptions have arisen in the absence of clearly defined roles and responsibilities - that 'TRC has done too much' and 'TAs have not done enough'. It is widely acknowledged that this situation has arisen 'more by evolution than by design'.

There was feedback around the need to increase the leadership role and engagement of CEG members, but little feedback on issues with the roles and responsibilities of the Joint Committee or emergency services.

Interview feedback suggests that TEMO is currently disconnected from TAs, and does not have sufficient resourcing for local CDEM delivery. Feedback strongly suggests that TAs are clear they have a core role to play in local CDEM delivery, that they 'are the community', and that they 'cannot walk away' from this responsibility. TAs are particularly aware of this following the June 2015 flood event.

Interview feedback shows that TA chief executives have indicated a willingness to play a greater role in CDEM delivery, and TA staff have identified community resilience, situational awareness, welfare and recovery as priorities. Critical priorities collectively identified are almost all related to improving local CDEM delivery.

Evidence from other CDEM Groups shows that TAs have significant roles to play in CDEM, and this is a common situation across New Zealand.

Conclusions

- The lack of clarity of CDEM roles and responsibilities is the primary underlying cause of most of the issues arising with the management of CDEM in Taranaki
- The lack of clarity of CDEM roles and responsibilities relates primarily to:
 - the administering authority, CEG and TEMO Manager roles and responsibilities of TRC
 - the roles and responsibilities for local CDEM delivery by TAs
 - the leadership role of CEG (to a lesser extent)

- The roles and responsibilities of TRC and TEMO are clearer than TAs within the CDEM Group Plan, and the CDEM Group Plan presents a good foundation to work from
- There is strong evidence to support:
 - Increasing the strategic leadership role of CEG (see Recommendation 2)
 - Some changes to the administering authority role with respect to CDEM Group and CEG agenda development and approval, and annual budget development and approval
 - The case for increasing the role and responsibilities for local CDEM delivery by TAs
- There is little evidence to suggest that:
 - Significant changes should be made to the current administering authority arrangements
 - Roles and responsibilities for the Joint Committee or emergency services should be revisited.

Recommendation 3

It is recommended that in principle, individual and collective local authority roles and responsibilities be guided by section 17 of the CDEM Act 2002 as follows:

- Sub-sections (a)-(e) are the main guide for individual roles and responsibilities. For TAs, this primarily means local CDEM coordination and delivery within their local authority areas. For TRC, this primarily means regional CDEM coordination across the CDEM Group area
- The individual roles and responsibilities within sub-sections (f)-(k) and the collective roles and responsibilities of all sub-sections (a)-(k) are met by the collective, via TEMO, CEG and the Joint Committee.

In addition, all local authorities, the CDEM Group and emergency services have individual responsibilities as outlined within Table 1.

It is further recommended that the individual and collective roles and responsibilities outlined in Table 5 and Table 6 be used as the basis for developing and/or formalising roles and responsibilities within the Taranaki CDEM Group.

Table 5: Local authority roles and responsibilities

	Taranaki Regional Council	Territorial authorities
4Rs		
Reduction	Provide regional hazards and risk management support and advice to TEMO as required Undertake implementation methods for natural hazards per section 11.1 of the Taranaki Regional Policy Statement (2009)	Provide support and assistance for TEMO by linking policy and planning to CDEM Undertake implementation methods for natural hazards per section 11.1 of the Taranaki Regional Policy Statement (2009)
Readiness	Maintain organisational staff capacity to lead and support regional coordination at the Group EOC during response and recovery, by support for staff to undertake professional development, training, and participation in exercises Support TEMO in the delivery of public information management, public education and community resilience programmes	Develop and maintain organisational capability and capacity to lead local CDEM coordination and delivery by: <ul style="list-style-type: none"> • Appointing leadership roles - local controller, welfare manager and recovery manager, and alternates • Supporting staff to undertake professional development, training, and participation in exercises

4Rs	Taranaki Regional Council	Territorial authorities
		<ul style="list-style-type: none"> Developing a local EOC capability, and ensuring all systems and processes are robust (such as communications; impact assessment; welfare delivery; local recovery management) Support TEMO in the delivery of community resilience programmes
Response and recovery	Provide CDEM personnel for regional coordination roles at the Group EOC during response and recovery Provide support for fulfilling key CDEM Group appointments, such as alternate controllers, welfare managers and recovery managers Provide support for TAs with local CDEM coordination and delivery as required	Activate local CDEM response and recovery when required Provide CDEM personnel for local coordination and delivery roles at the local EOC during response and recovery Provide support for fulfilling key CDEM Group appointments, such as alternate controllers, welfare managers and recovery managers Provide support for TAs and/TEMO with CDEM delivery as required
Administering authority	Provision of TEMO/Group EOC accommodation and related services Employment of TEMO staff and management oversight of TEMO administration functions Secretariat for the CDEM Group and CEG (convening meetings, providing venues, distributing agendas, providing minutes and catering) Accountant for CDEM Group finances and budget Entering into contracts with service providers on behalf of the Group	
Lifeline utility responsibilities		Fulfil responsibilities per CDEM Act 2002 section 60

It is also recommended that no changes are made to the roles and responsibilities of emergency services, other than those requirements already contained within section 20 of the CDEM Act 2002.

Table 6: Collective CDEM Group roles and responsibilities

Collective group	Roles and responsibilities	Comment
Joint Committee	<ul style="list-style-type: none"> Ensuring hazards are effectively managed; Setting the strategic direction for the Group via the Group plan; Maintain and provide resources for effective CDEM including staff and training; Provide assistance to other CDEM Groups; Promote and raise public awareness; Monitor and report on progress on implementation of plans. 	No change to current functions as outlined with CDEM Group Plan.
CEG	<ul style="list-style-type: none"> Leading the development and implementation of strategy and work programmes 	First four bullet points aim to

Collective group	Roles and responsibilities	Comment
	<ul style="list-style-type: none"> • Overseeing development, management and monitoring of annual CDEM budgets • Overseeing development and approval of Joint Committee and CEG agendas and minutes • Providing oversight and management of TEMO staff for CDEM work programme deliverables • Providing strategic advice to the Joint Committee • Monitoring and review of work programmes • Coordinating input into annual planning processes • Each member to ensure effective liaison, championing and implementation of CDEM initiatives within their respective organisations. 	<p>increase the strategic leadership role of CEG. The final four bullet points are existing points per the CDEM Group Plan.</p>
TEMO	<p>General</p> <ul style="list-style-type: none"> • Maintaining relationships and robust communication networks with Taranaki CDEM Group partners and other agencies • Project coordination and management, including the ongoing development, implementation, monitoring and review of the CDEM Group Plan and supporting CDEM strategy, policy and plans • Preparation, in consultation with CEG, of the annual report of the CDEM Group's activities, budget and performance to the Group for adoption, and publishing once adopted • Management of contracts entered into on behalf of the CDEM Group or CEG; • Representing the CDEM Group on national bodies and projects. <p>Reduction</p> <ul style="list-style-type: none"> • Educating local communities about hazards and how to prepare and respond to them • Providing support to TAs and TRC on linking hazard risk research to local planning and implementation* <p>Readiness</p> <ul style="list-style-type: none"> • Working alongside TAs to build and maintain local CDEM response and recovery capability* • Coordinating and delivering public education; • Providing professional development and training for CDEM personnel • Coordinating the development of inter-agency response plans to specific hazards; • Supporting communities to prepare for emergencies through liaison with community boards and groups; • Coordinating development of community volunteer capability; • Maintaining the Group EOC (TEMO) in a ready state; <p>Response</p> <ul style="list-style-type: none"> • Monitoring and responding to, the adverse effects of emergencies on behalf of the CDEM Group and disseminating warnings; • Providing support for local CDEM responses* <p>Recovery</p> <ul style="list-style-type: none"> • Assisting with recovery operations at the local and CDEM levels 	<p>Roles and responsibilities have been drawn primarily from sections 4.2.1 and 8.1.3 of the CDEM Group Plan, and categorised into general activities and activities across the 4Rs. Three new roles* are identified to support reduction and local CDEM response and recovery.</p>

Recommendation 4

That the Taranaki CDEM Group develops and approves a constituting agreement, outlining fundamental elements and arrangements, including:

- Individual and collective roles and responsibilities of members and partners
- CDEM delivery model
- Budget development and management process
- Funding arrangements
- TEMO management arrangements.

It is further recommended that development of the constituting agreement be led by the four local authority chief executives.

TEMO resourcing

Discussion

Interview feedback indicates a majority view that TEMO is under-resourced, and this feedback is strongest from the emergency management officers. Related feedback indicates a need to better define priorities, and focus on work that has value on the ground. Of particular concern is feedback from emergency management officers that they 'cannot deliver locally'.

Interview feedback shows widespread concern regarding the 0.3 TEMO Manager role, and a common feeling that at this level, the role is not being given the focus and attention it needs.

Benchmarking evidence from other CDEM groups shows that by comparison to the five other groups considered, the TEMO has less than half the average number of staff FTEs per 100,000 population. Considering the benchmarking evidence and arrangements from all CDEM Groups in New Zealand, a 1.0 manager role is by far the most common - excluding the Chatham Islands, only Taranaki and Nelson-Tasman do not have a 1.0 FTE manager, and the Nelson-Tasman arrangement is temporary.

Conclusions

There is strong evidence that:

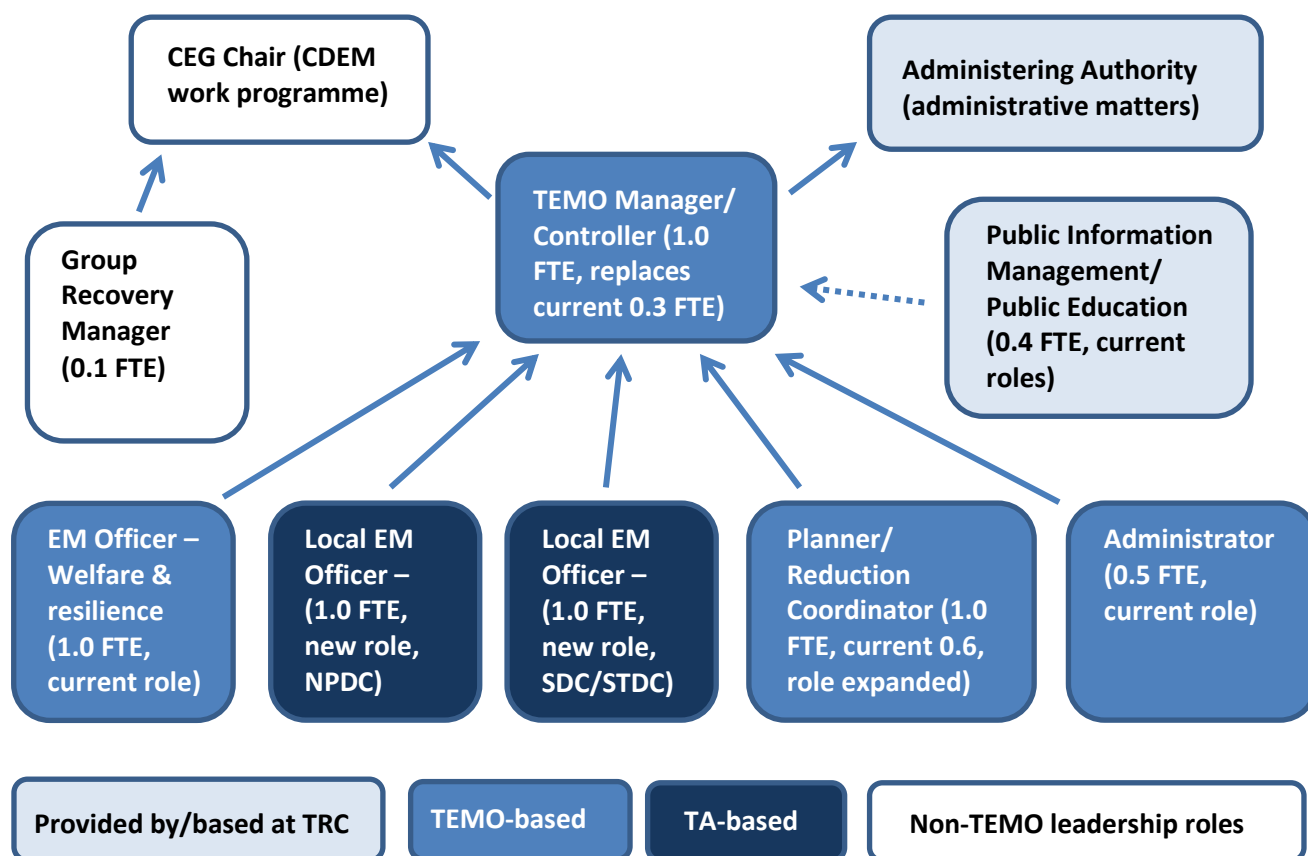
- TEMO is currently under-resourced in light of the strength and breadth of interview feedback and when compared to other CDEM Groups
- A 1.0 FTE manager role is effectively a 'standard' arrangement for CDEM Groups across New Zealand.

Recommendation 5

It is recommended that TEMO resourcing be increased from the current level of 3.35 FTEs to 6.0 FTEs, and is based on the roles and responsibilities in Figure 1 and described below. This will provide sufficient resource for TEMO to maintain and improve its capability where this is high, and target improvements to areas where it is most needed – local CDEM delivery, welfare, reduction and recovery. Resourcing at this level should enable substantial improvements to capability.

At 6.0 FTEs, the Taranaki CDEM Group will benchmark at 5.45 FTEs per 100,000 population – lower than the average of 6.5 FTEs for those CDEM Groups benchmarked, but higher when compared to Southland and Nelson-Tasman CDEM Groups.

Figure 1 Recommended TEMO resourcing level, positions and reporting lines



Role descriptions

TEMO Manager/Controller: responsibility for managing CDEM Group work programme, guiding TA capability development and managing all direct reports. Reports to CEG Chair for all CDEM-related matters, and to administering authority for administrative matters. **Note: the current Senior Emergency Management Officer role will be disestablished.**

Emergency Management Officer (Welfare and resilience): continuance of existing FTE position, including Group Welfare Manager role.

Local Emergency Management Officers: two new FTE roles based primarily on development of community awareness and capability building, and TA operational readiness (EOC readiness, training/exercising, local response and recovery arrangements). One FTE to be based at NPDC, and one FTE to be based between SDC (probably 0.4) and STDC (probably 0.6). Both roles are part of TEMO and report to the TEMO Manager. Appendix 8 provides a role description of the key responsibilities.

Planner/Reduction Coordinator: responsibility for developing and maintaining all CDEM planning requirements, and improving reduction/risk management strategy and outcomes by working with TRC and TAs. While there is a natural alignment between the planning role and reduction, the role does not necessarily need to be played by one individual.

Administrator: continuance of the current role.

Public Information Management/ Public Education: continuance of the current roles.

Group Recovery Manager: provision for a dedicated part-time role, which will become a statutory requirement alongside the Group Controller with passage of the CDEM Amendment Bill 2016.

Priorities and implementation

Discussion

Interview feedback indicates a perception that there is too much emphasis on administrative activities at present, and a need for more emphasis on simple, practical work to improve Council and community preparedness. There is consistent interview feedback regarding 'critical' priorities to address, and this is largely centred on improving community preparedness and local CDEM delivery capability. Interview feedback shows a strong alignment between June 2015 flood event issues and 'critical' priorities identified.

Results of the MCDEM Capability Assessment Report show that most of the lowest scoring areas for improvement align closely with both the critical priorities identified and issues arising from the June 2015 flood event.

Interview feedback suggests that due to resource constraints, TEMO struggles to meet the demands of the current work programme, let alone further requirements to assist with improving community preparedness and local CDEM readiness. There is also feedback that changes to CEG leadership are needed to support and drive an improvement programme.

Conclusions

- The combination of interview feedback and the results of the Capability Assessment Report provides a clear guide on priority areas for improvement (as outlined below)
- Implementation of priority areas for improvement is entirely dependent upon agreement on the local CDEM coordination and delivery model, and adequate resourcing to enable improvement

Recommendation 6

It is recommended that the following priorities be adopted as the main emphasis for corrective action planning:

- Local CDEM coordination and delivery capability:
 - Staff appointments and training
 - Local EOC systems
 - Impact assessment and welfare needs assessment (situational awareness)
 - Local welfare delivery capability
 - Recovery leadership, training and management
- Community resilience and preparedness
- Integration of hazard risk information with local planning and implementation.

It is further recommended that the following process be used to implement the recommendations within this report:

1. Agreement in principle on amending the CDEM model to include local delivery (if this can be achieved early, TAs may start to formalise arrangements locally)
2. Development of draft constituting agreement and strategic intent by chief executives working party
3. Joint Committee approval of constituting agreement and strategic intent
4. Implement changes to CEG and formalise strategy
5. CEG leads development of TEMO capacity building
6. Implement key priorities via corrective action planning.

Appendix 1: Interviewees

Name	Title	Organisation
Suzanne Vowles	Regional Emergency Management Advisor	Ministry of Civil Defence & Emergency Management
Ian Wilson	Regional Emergency Management Advisor	Ministry of Civil Defence & Emergency Management
Andrew Judd	New Plymouth Mayor	New Plymouth District Council
Barbara McKerrow	Chief Executive	New Plymouth District Council
Craig Campbell-Smart	Community Partnerships Lead	New Plymouth District Council
David Langford	Infrastructure Manager	New Plymouth District Council
Rowan Betts	Risk Manager	New Plymouth District Council
Sue Davidson	Chief Operating Officer	New Plymouth District Council
Pat Fitzell	Area Manager/Fire Commander	New Zealand Fire Service
Robbie O'Keefe	Senior Sergeant	New Zealand Police
Ross Dunlop	South Taranaki Mayor	South Taranaki District Council
Brent Manning	Group Manager Engineering Services	South Taranaki District Council
Craig Stevenson	Chief Executive	South Taranaki District Council
Fiona Greenhill	Group Manager Community Services	South Taranaki District Council
John McKenzie	Group Manager Environmental Services Group	South Taranaki District Council
Ian May	District Operations Manager	St John
Liam Dagg	Director Environmental Services	Stratford District Council
Matt O'Mara	Chief Executive	Stratford District Council
Sven Hanne	Director of Assets	Stratford District Council
Neil Volzke	Stratford Mayor	Stratford District Council
Anne Kemp	Quality and Risk Manager	Taranaki District Health Board
Ben Ingram	Emergency Management Officer	Taranaki Emergency Management Office
Shane Briggs	Senior Emergency Management Officer	Taranaki Emergency Management Office
Gary Bedford	Director Environment Quality	Taranaki Regional Council
Basil Chamberlain	Chief Executive	Taranaki Regional Council
Jo Ritchie	Policy Analyst	Taranaki Regional Council
Brian Jeffares	Stratford Councillor	Taranaki Regional Council

Appendix 2: CDEM Act 2002 sections 17 and 24

17 Functions of Civil Defence Emergency Management Groups

(1) The functions of a Civil Defence Emergency Management Group, and of each member, are to—

- (a) in relation to relevant hazards and risks,—
 - (i) identify, assess, and manage those hazards and risks:
 - (ii) consult and communicate about risks:
 - (iii) identify and implement cost-effective risk reduction:
- (b) take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or to otherwise make available suitably trained and competent personnel, including volunteers, and an appropriate organisational structure for those personnel, for effective civil defence emergency management in its area:
- (c) take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or otherwise to make available material, services, information, and any other resources for effective civil defence emergency management in its area:
- (d) respond to and manage the adverse effects of emergencies in its area:
- (e) carry out recovery activities:
- (f) when requested, assist other Groups in the implementation of civil defence emergency management in their areas (having regard to the competing civil defence emergency management demands within the Group's own area and any other requests for assistance from other Groups):
- (g) within its area, promote and raise public awareness of, and compliance with, this Act and legislative provisions relevant to the purpose of this Act:
- (h) monitor and report on compliance within its area with this Act and legislative provisions relevant to the purpose of this Act:
- (i) develop, approve, implement, and monitor a civil defence emergency management group plan and regularly review the plan:
- (j) participate in the development of the national civil defence emergency management strategy and the national civil defence emergency management plan:
- (k) promote civil defence emergency management in its area that is consistent with the purpose of this Act.

24 Functions and costs of administering authorities and chief executives of administering authorities

(1) An administering authority established under section 23 and, as appropriate, the chief executive of that authority are responsible for the provision of administrative and related services that may from time to time be required by the relevant Civil Defence Emergency Management Group.

(2) The administrative and related services referred to in subsection (1) include services required for the purposes of the Local Government Act 2002, this Act, or any other Act, regulation, or bylaw that applies to the conduct of a joint standing committee under clause 30(1)(b) of Schedule 7 of the Local Government Act 2002.

(3) The cost of the administrative and related services must be agreed from time to time by each Group.

(4) Unless the members of a Group agree otherwise, the costs agreed under subsection (3) must be divided equally among the members and each member must pay 1 share of the cost.

Commentary on administering authority requirements and obligations

The following legislative requirements are noted:

- Regional councils are administering authorities of CDEM Groups under section 23 (1)
- Regional councils are responsible for the 'provision of administrative and related services that may from time to time be required' by the relevant CDEM Group under section 24(1)
- The only specific 'administrative and related service' required relates to the conduct of a joint standing committee under the Local Government Act 2002 under section 24(2)
- Section 24(3) requires the cost of administrative and related services 'be agreed from time to time by each Group'.

The MCDEM 'Formation of CDEM Groups' guideline clarifies the role of the administering authority function by stating that:

'The regional council's role as administering authority is to provide administration, not governance. It does not translate to a lead role in the CDEM Group, or confer any extra status on the regional council above other member authorities. The CDEM Group is formed on the basis of equal partnership and requires active participation by all constituent members.' (p. 26)

The guideline also states that 'CEG should be supported in administrative and secretarial support by the administering authority'.

CDEM Group Emergency Management Offices

While there is no specific legal requirement for the formation of CDEM Group Emergency Management Offices (GEMOs), the MCDEM 'Formation of CDEM Groups' guideline recommends that formation of GEMO 'is an appropriate mechanism for bringing together a body of CDEM personnel skilled in the range of issues that will be dealt with by the CDEM Group'.

While there are a number of options for providing a GEMO, territorial authorities contracting the administering authority (regional council) under agreement is by far the most common arrangement in New Zealand.

Appendix 3: CDEM Group Plan excerpts

CDEM Group (CDEM Group Plan section 8.1.1)

The functions of the Taranaki CDEM Group are:

- Ensuring hazards are effectively managed;
- Setting the strategic direction for the Group via the Group plan;
- Maintain and provide resources for effective CDEM including staff and training;
- Provide assistance to other CDEM Groups;
- Promote and raise public awareness;
- Monitor and report on progress on implementation of plans.

CEG (CDEM Group Plan section 8.1.2)

The functions of the Taranaki CEG are:

- Provide advice on strategic direction;
- Ensure work programmes and plans are reviewed and monitored regularly;
- Coordinating input into annual planning processes;
- Members to ensure effective liaison on and implementation of CDEM issues with their respective organizations.

TEMO and TRC (CDEM Group Plan section 4.2.1)

TEMO coordinates interagency responses to emergencies, and is maintained in a high state of readiness. In partnership with Taranaki Regional Council (TRC) public information and policy officers, TEMO is also responsible for:

- Maintaining relationships and robust communication networks with Taranaki CDEM Group partners and other agencies;
- Coordinating and delivering public education;
- Developing CDEM strategy and policy;
- CDEM professional development;
- Coordinating the development of inter-agency response plans to specific hazards;
- Supporting communities to prepare for emergencies through liaison with community boards and groups;
- Coordinating development of community volunteer capability;
- Educating local communities about hazards and how to prepare and respond to them.

TEMO (CDEM Group Plan section 8.1.3)

The Taranaki Emergency Management Office ('TEMO') is located at 45 Robe Street New Plymouth. Two Emergency Management Officers (EMO's) are based at TEMO who coordinate and facilitate the 'day-to-day' planning and project work on behalf of the CDEM Group and CEG.

The functions of the EMOs include:

- Advice and technical support to the CEG and the CDEM Group;
- Project coordination and management, including the ongoing development, implementation, monitoring and review of the CDEM Group Plan and supporting documentation;
- Coordination of regional CDEM policy and its implementation;

- Management of contracts entered into on behalf of the CDEM Group or CEG;
- Management of and administering CDEM Group Staff on behalf of the CDEM Group;
- Providing for the training of key personnel for CDEM;
- Monitoring and responding to, the adverse effects of emergencies on behalf of the CDEM Group and disseminating warnings;
- Maintaining the Group EOC (TEMO) in a ready state;
- Assisting with recovery operations on behalf of the CDEM Group;
- External liaison with the CDEM sector;
- Preparation, in consultation with CEG, of the annual report of the CDEM Group's activities, budget and performance to the Group for adoption;
- Representing the CDEM Group on national bodies and projects.

Administering authority (CDEM Group Plan section 8.1.5)

The Taranaki Regional Council is the administering authority for the Taranaki CDEM Group (CDEM Act (2002) (Section 23)) and the CEG. The administrative and related services the Taranaki Regional Council provides include:

- Employment of the EMOs;
- Secretariat for the CDEM Group and CEG (e.g. convening meetings, providing venues, organising agendas, providing minutes and catering);
- Accountant for CDEM Group finances and budgets;
- Publishing the CDEM Group's work programme, budget and performance (once adopted);
- Entering into contracts with service providers on behalf of the Group.

Advisory Groups (CDEM Group Plan section 4.2.2)

Hazardous Substances Technical Liaison Committee (HSTLC)

The main purpose of the Committee is to provide the skills and expertise to support, in an advisory capacity, integrated agency planning activity that addresses the readiness for, and response to hazardous substance incidents.

Rural Advisory Group (RAG)

The RAG provides advice to the CDEM Group on rural issues, enables a forum for planning across the sector in terms of continuity plans, participates in the development of the Group Plan and represents the rural sector with regard to CDEM matters in Taranaki.

Welfare Advisory Group (WAG)

WAG has the responsibility of providing advice to CDEM Groups on welfare issues, providing a forum for planning across the sector in terms of continuity plans and participation in the development of the Group Plan.

Lifelines Advisory Group (LAG)

LAG has the responsibility of providing technical advice to the CDEM Group on lifeline issues, providing a lifelines forum to address integrated CDEM planning and preparedness, and participation in the development of the Group Plan.

Taranaki Seismic and Volcanic Advisory Group (TSVAG)

TSVAG has the purpose of providing expert comment to the CDEM Group on the Taranaki Volcano-Seismic Network annual report, enabling a forum for discussion on issues relevant to volcanic hazards, as well as assisting in the development of volcanic hazard planning documents and the Group Plan.

Taranaki Hazards Advisory Group (HAZAG)

The purpose of the HAZAG is to promote a better understanding of the hazards (natural and man-made) that are present in Taranaki, and of the options for avoiding or reducing the societal risks arising from those hazards. The HAZAG will cooperate with the Taranaki Seismic and Volcanic Advisory Group, and the Hazardous Substances Technical Liaison Committee to promote efficiency and effectiveness in hazard and risk management.

Health Emergency Management Group (HEMG)

The HEMG is a Taranaki District Health Board committee that, amongst other responsibilities, provides advice to the CDEM Group via the CEG on issues relevant to health, including the discussion of contingent capability for emergencies across the health sector in Taranaki, Emergency Operation Centre activation from a health perspective and CDEM perspectives and assisting with the development of the Group Plan. The HEMG utilises the Taranaki Health Emergency Forum (formerly the Health Advisory Group) to aid discussion on health matters relating to emergency management.

Appendix 5: Other CDEM Group expectations of Territorial Authorities¹⁴

CDEM Group

Hawke's Bay	<p>Provide and maintain local operations/coordination centres and equipment:</p> <ul style="list-style-type: none"> • Napier CC and Hastings DC need to have local operations teams under the Operations Manager in the ECC (based in Hastings DC) • The Group will retain either EOCs or ICPs in Wairoa DC and Central Hawke's Bay DC due to the distance between them and the ECC. Wairoa DC and Central Hawke's Bay DC need to retain the capacity to respond to small events, to liaise with the ECC as we scale up - they give us 'feet on the ground' locally <p>All Territorial Authorities need to:</p> <ul style="list-style-type: none"> • Provide and fund CDEM staff, including at least one Local Controller, one Local Welfare Manager, one Local Recovery Manager, staff for Civil Defence Centres, and one local lifelines representative who reports to the Lifelines Coordinator • Participate in CDEM exercises • Provide community resilience support to the Emergency Management Office • Provide consistent public education messaging • Respond as required and contact ECC • Activate and manage recovery when required • Complete local planning as required – including Business Continuity Planning
Nelson-Tasman	<p>With only 2 Councils (Nelson CC and Tasman DC) this isn't too complicated. The Councils are still expected to do Business Continuity Planning and to provide staff support to the Group Emergency Operations Centre when required.</p>
Southland	<p>Southland CDEM Group centralised CDEM into one office (Emergency Management Southland) based at Environment Southland in 2010. Since the advent of the shared service provision in 2010, there has been a tendency for Territorial Authorities to 'leave CDEM to Emergency Management Southland'. There is a perception that little has been done by TAs to prepare for supporting Emergency Management Southland in response and recovery, and there have been no recent events to test this perception.</p> <p>Some concern is coming from Invercargill CC and Southland DC about this, particularly in relation to TA staff members who are assigned to local response and recovery roles, but who also have a role in supporting Emergency Management Southland. Conversations are now starting about the role of TAs in response and recovery, and how TAs will support Emergency Management Southland. There are no formal or practiced arrangements on this at present, and discussions are underway to help clarify roles and responsibilities. The recent concern has arisen following the Capability Assessment Report findings, and an increased awareness of the need for all CDEM Group members to ensure that Business Continuity Planning is undertaken.</p> <p>The Manager Emergency Management Southland has stated that 'joint arrangements with staff reporting to one CDEM Group Manager works well 99% of the time, but there is a need to ensure that robust local response and recovery structures and arrangements are in place.'</p>
West Coast	<p>All Territorial Authorities need to deliver the local CDEM arrangements to the community, including:</p> <ul style="list-style-type: none"> • Recruitment and training of volunteers • Set up and manage local emergency coordination centres • Provide welfare response and recovery management, including Civil Defence Centre management • Develop local community response plans • Provide public education support • Participate in training and exercising

¹⁴ Does not apply to Gisborne CDEM Group as a Unitary Authority

Appendix 6: Other CDEM Group work priorities and involvement of emergency services in CDEM

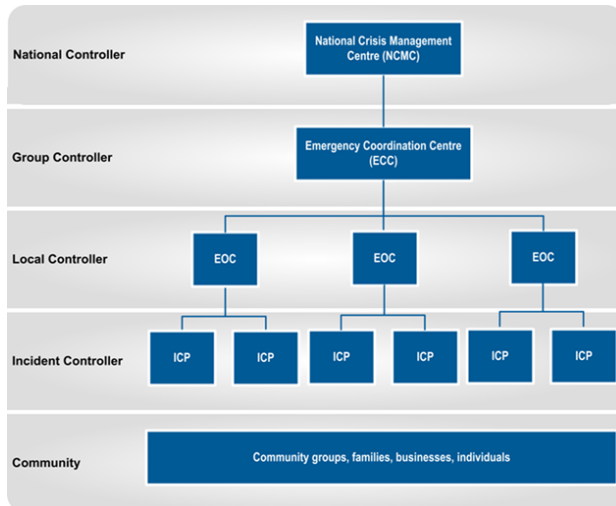
CDEM Group	Work priorities 2016/17 – 2017/18	CDEM ¹⁵ involvement & emergency services
Gisborne	<ul style="list-style-type: none"> • Group Plan Review • Review of Recovery Plan, Welfare Plan, development of Adverse events plan and updating SOPs • EMIS implementation • Community resilience: ongoing work to strengthen links • Participation in Exercise Tangaroa 	Highly engaged, regular exercising and relationship building
Hawke's Bay	<ul style="list-style-type: none"> • Community resilience planning • Training, exercising and delivery improvements • Reorganisation of CDEM Group response structures (change management process) • Implementation of new welfare requirements 	Becoming more engaged in community resilience planning, but struggle with resourcing
Nelson-Tasman	<ul style="list-style-type: none"> • Maintain and develop operational readiness and capability • Leadership/succession planning • Professional development of the EM team and the wider EOC team • Community engagement planning • Embed new national Welfare arrangements • Complete tsunami maps project • Complete Lifelines interdependency project and implement actions • CDEM Act changes and implications for recovery planning/leadership • CDEM Group Plan review • CDEM Recovery Plan review 	Sit on Readiness and Response Committee; engaged in exercises, youth in CDEM project work and event planning
Southland	<ul style="list-style-type: none"> • CDEM Group Plan review • Community resilience – engagement and capability-building • Improvements to Civil Defence Centre arrangements • Fiordland natural hazards response plan (Milford Sound) • Tsunami hazard mapping • Reduction – getting meaningful engagement across the Group • Business Continuity Planning 	Very engaged, bi-monthly meetings with Group EMO, engaged in risk management
West Coast	<ul style="list-style-type: none"> • Ensuring EOC staff level adequate for at least two shifts at local and Group levels • Controller and recovery manager training • Recruit and training of volunteers • Developing community response plans • Managing emergencies effectively • Forming recovery and risk reduction committees • Alpine fault initial response plan and mass evacuation plan 	Sit on the Readiness and Response Committee

¹⁵ Involvement of emergency services is that beyond statutory requirements to be on CEG, attend Hazardous Substance Technical Liaison Committee meetings and participate in response during emergencies.

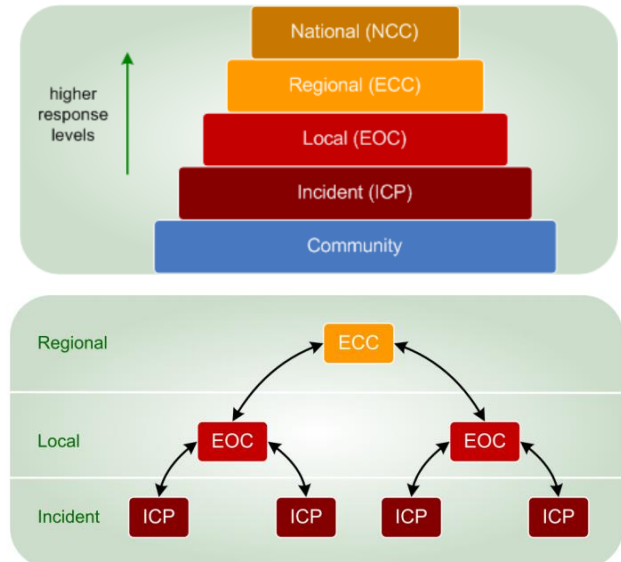
Appendix 7: National CDEM framework

Examples of the national framework for CDEM in New Zealand

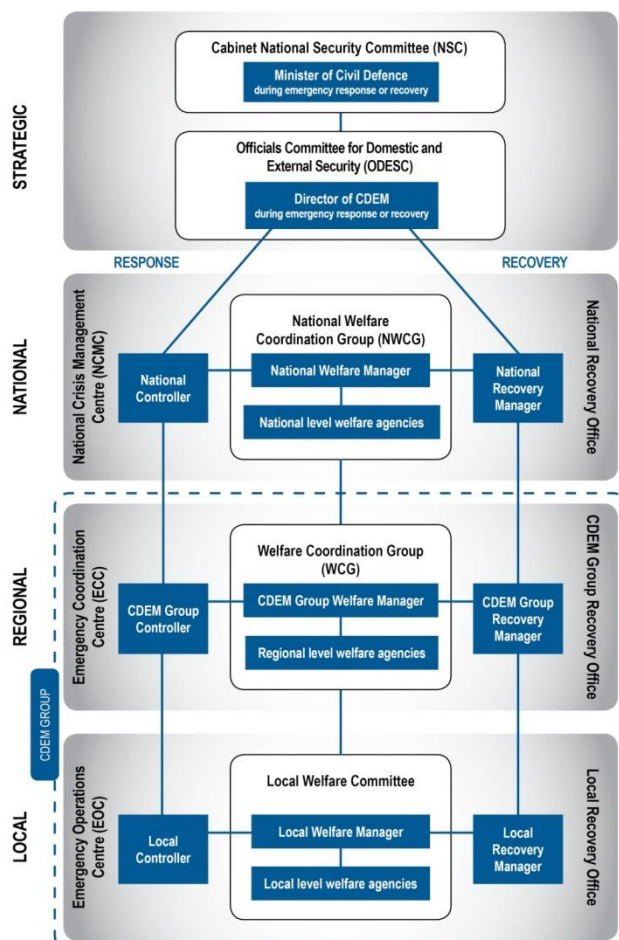
CDEM response structure (Response Management Guidelines, 2015, p. 7)



Response levels and regional response coordination (Coordinated Incident Management System, 2014, p. 12 and p. 15)



Welfare framework for emergencies where CDEM is the lead agency (Welfare Guidelines, 2015, p. 17)



National recovery management structure (Guide to National CDEM Plan, 2015, p. 5)

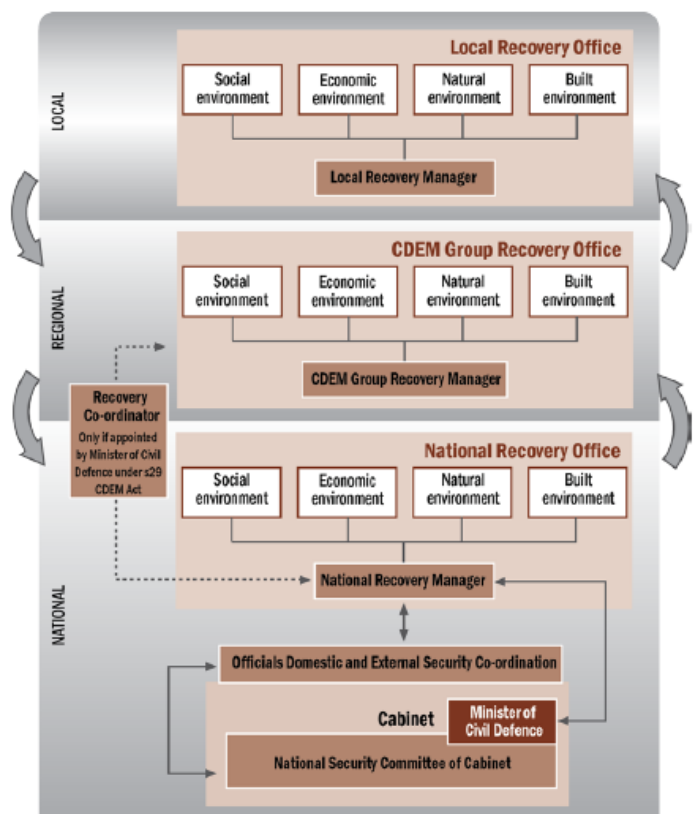


Figure 32.3: National recovery management structure.

Appendix 8: Role description: Local Emergency Management Officer

Purpose of role	To lead the development and enhancement of territorial authority and community capability and capacity to respond to and recover from emergencies.
Develop and enhance territorial authority capability and capacity	<ul style="list-style-type: none"> Identify and ensure continuity of emergency management roles and appointments, including: <ul style="list-style-type: none"> Local Controllers, Local Welfare Managers and Local Recovery Managers EOC management and staff roles, including (but not limited to): Planning and Intelligence; Operations; Logistics; Public Information Management; Welfare; Lifelines Coordination; EOC management; administration Conduct training needs assessments, develop and maintain staff training programme and conduct in-house training (as part of the TEMO training programme) Develop and maintain EOC systems, processes and arrangements including (but not limited to): contacts lists; EOC set-up and management procedures; physical equipment; IT and information management systems; GIS/mapping capability; telecommunications; development of Standard Operating Procedures Develop and maintain rapid impact assessment and welfare needs assessment capability (aligned with and complementary to TEMO plans and procedures) Formalise, maintain and improve local welfare coordination and delivery arrangements by: confirming the capability and capacity of local agencies and community groups; engaging with local agencies, community groups and the Welfare Coordination Group in development of local welfare arrangements; assisting with identification, resourcing and staffing of Civil Defence Centres Provide regular reports to Council and senior management regarding the level of preparedness and work programme Provide advice and assistance with business continuity management Act as the champion for emergency management with the territorial authority.
Develop and enhance local community capability and capacity	<ul style="list-style-type: none"> Work with TEMO, agency and territorial authority staff to understand community strengths and vulnerabilities, and how best to maximise emergency management preparedness within local communities Understand and align with all relevant existing community development work programmes delivered by community groups, welfare agencies and territorial authorities Actively develop and maintain community networks for the purposes of resilience building and emergency response Identify and train community volunteers¹⁶ Deliver ongoing community resilience and response/recovery planning and programmes Working alongside the TEMO community resilience officer/Group Welfare Manager to improve regional community preparedness.
General	<ul style="list-style-type: none"> Act as the key local emergency response and recovery coordinator during and following emergencies by assisting local staff to fulfil response and recovery roles and activities, and by maintaining links with TEMO Participate in the broader TEMO work programmes as required, including support for the Reduction Coordinator to improve reduction/risk management outcomes.

¹⁶ Refers to community people who are not employed by CDEM Group members or partner organisations. This differs from the common and incorrect usage of the word 'volunteer' within the Taranaki CDEM Group to refer to Council staff and staff from partner organisations who play roles within EOCs.