I hereby give notice that an ordinary meeting of the Civil Defence and Emergency Management Group Committee will be held on:

**Date:**  Wednesday, 28 February 2018  
**Time:**  10.30am  
**Meeting Room:**  Reception Lounge, Level 2  
**Venue:**  Town Hall  
Queen Street  
Auckland

**Komiti Ārai Tūmatanui me Te Toko Raru Ohorere Civil Defence and Emergency Management Group Committee**

**OPEN AGENDA**

**MEMBERSHIP**

**Chairperson**  
Cr Sharon Stewart, QSM

**Deputy Chairperson**  
Cr John Watson

**Members**  
Cr Ross Clow  
Cr Fa'anana Efeso Collins  
Cr Dick Quax  
Cr Sir John Walker, KNZM, CBE  
Cr Wayne Walker

**IMSB Members**  
Hon Tau Henare  
Dennis Kirkwood

**Ex-officio**  
Mayor Hon Phil Goff, CNZM, JP  
Deputy Mayor Bill Cashmore

(Quorum 3 members)

Suad Allie  
Governance Advisor

22 February 2018

Contact Telephone: (09) 977 6953  
Email: suad.allie@aucklandcouncil.govt.nz  
Website: www.aucklandcouncil.govt.nz

**Note:** The reports contained within this agenda are for consideration and should not be construed as Council policy unless and until adopted. Should Members require further information relating to any reports, please contact the relevant manager, Chairperson or Deputy Chairperson.
**Terms of Reference**

**Responsibilities and powers**

The Civil Defence Emergency Management Group Committee is a statutory committee required under S12(1) of the Civil Defence and Emergency Management Act 2002 (CDEM Act) and is responsible for:

- being Auckland’s strategic forum for civil defence and emergency management planning and policy
- establishing an emergency management structure for the Auckland region
- developing, approving, implementing and monitoring the Auckland Civil Defence Emergency Management Group Plan
- developing, approving, implementing and monitoring other relevant strategies and policies relevant to the powers and functions of the Civil Defence and Emergency Management Group as identified in the CDEM Act
- performing the statutory functions of a civil defence emergency management group
- representing Auckland in the development of national emergency management policy including approving relevant policy and legislative submissions to external bodies
- engaging with Local Boards and local board portfolio holders on civil defence and emergency management issues.

The Civil Defence Emergency Management Group Committee will exercise the statutory powers outlined in the Civil Defence Emergency Management Act 2002 and the Auckland Civil Defence Emergency Management Group Plan. The Civil Defence Emergency Management Group Committee is authorised to approve use of the established emergency funding facility provided for emergency management.

**Relevant legislation includes but is not limited to:**

Exclusion of the public – who needs to leave the meeting

Members of the public

All members of the public must leave the meeting when the public are excluded unless a resolution is passed permitting a person to remain because their knowledge will assist the meeting.

Those who are not members of the public

General principles

- Access to confidential information is managed on a “need to know” basis where access to the information is required in order for a person to perform their role.
- Those who are not members of the meeting (see list below) must leave unless it is necessary for them to remain and hear the debate in order to perform their role.
- Those who need to be present for one confidential item can remain only for that item and must leave the room for any other confidential items.
- In any case of doubt, the ruling of the chairperson is final.

Members of the meeting

- The members of the meeting remain (all Governing Body members if the meeting is a Governing Body meeting; all members of the committee if the meeting is a committee meeting).
- However, standing orders require that a councillor who has a pecuniary conflict of interest leave the room.
- All councillors have the right to attend any meeting of a committee and councillors who are not members of a committee may remain, subject to any limitations in standing orders.

Independent Māori Statutory Board

- Members of the Independent Māori Statutory Board who are appointed members of the committee remain.
- Independent Māori Statutory Board members and staff remain if this is necessary in order for them to perform their role.

Staff

- All staff supporting the meeting (administrative, senior management) remain.
- Other staff who need to because of their role may remain.

Local Board members

- Local Board members who need to hear the matter being discussed in order to perform their role may remain. This will usually be if the matter affects, or is relevant to, a particular Local Board area.

Council Controlled Organisations

- Representatives of a Council Controlled Organisation can remain only if required to for discussion of a matter relevant to the Council Controlled Organisation.
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1 **Apologies**

An apology from Cr Clow has been received.

2 **Declaration of Interest**

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

3 **Confirmation of Minutes**

That the Civil Defence and Emergency Management Group Committee:

a) confirm the ordinary minutes of its meeting, held on Wednesday, 29 November 2017, as a true and correct record.

4 **Petitions**

At the close of the agenda no requests to present petitions had been received.

5 **Public Input**

Standing Order 7.7 provides for Public Input. Applications to speak must be made to the Governance Advisor, in writing, no later than **one (1) clear working day** prior to the meeting and must include the subject matter. The meeting Chairperson has the discretion to decline any application that does not meet the requirements of Standing Orders. A maximum of **thirty (30) minutes** is allocated to the period for public input with **five (5) minutes** speaking time for each speaker.

At the close of the agenda no requests for public input had been received.

6 **Local Board Input**

Standing Order 6.2 provides for Local Board Input. The Chairperson (or nominee of that Chairperson) is entitled to speak for up to **five (5) minutes** during this time. The Chairperson of the Local Board (or nominee of that Chairperson) shall wherever practical, give **one (1) day’s notice** of their wish to speak. The meeting Chairperson has the discretion to decline any application that does not meet the requirements of Standing Orders.

This right is in addition to the right under Standing Order 6.1 to speak to matters on the agenda.

At the close of the agenda no requests for local board input had been received.

7 **Extraordinary Business**

Section 46A(7) of the Local Government Official Information and Meetings Act 1987 (as amended) states:

“An item that is not on the agenda for a meeting may be dealt with at that meeting if-

(a) The local authority by resolution so decides; and

(b) The presiding member explains at the meeting, at a time when it is open to the public,-
(i) The reason why the item is not on the agenda; and

(ii) The reason why the discussion of the item cannot be delayed until a subsequent meeting."

Section 46A(7A) of the Local Government Official Information and Meetings Act 1987 (as amended) states:

"Where an item is not on the agenda for a meeting,-

(a) That item may be discussed at that meeting if-

   (i) That item is a minor matter relating to the general business of the local authority; and

   (ii) the presiding member explains at the beginning of the meeting, at a time when it is open to the public, that the item will be discussed at the meeting; but

(b) no resolution, decision or recommendation may be made in respect of that item except to refer that item to a subsequent meeting of the local authority for further discussion."

8 Notices of Motion

There were no notices of motion.
Update from Director Civil Defence and Auckland Emergency Management

File No.: CP2018/01874

Te take mō te pūrongo / Purpose of the report
1. To give the committee an update on emergency mobile alert, public alerting project and recent storms events update.

Whakarāpopototanga matua / Executive summary
2. John Dragicevich, Director Civil Defence and Auckland Emergency Management will give the presentation on this matter.

Ngā tūtohunga / Recommendation/s
That the Civil Defence and Emergency Management Group Committee:

a) receive the update on the emergency mobile alert, public alerting and recent storm updates.

Ngā tāpirihanga / Attachments
There are no attachments for this report.

Ngā kaihaina / Signatories

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<th>Author</th>
<th>Suad Allie - Governance Advisor</th>
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<td>Authorisers</td>
<td>Craig Glover - Head of Strategy and Planning</td>
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<td>John Dragicevich - Director Civil Defence and Auckland Emergency Management</td>
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Better Responses to Natural Disasters and Other Emergencies (TAG review)

File No.: CP2018/01953

Te take mō te pūrongo / Purpose of the report
1. To provide an update on the recommendations of the Technical Advisory Group (TAG) on civil defence and other related matters. This report also seeks agreement to receive an update on the Government’s response to the TAG’s recommendations at the 30 May 2018 meeting.

Whakarāpopototanga matua / Executive summary
2. On 7 July 2017 Auckland Council’s submission to the Minister of Civil Defence’s Technical Advisory Group on civil defence and other related matters was finalised and sent to the TAG for consideration. The Government released the TAG’s recommendations to the Minister on 18 January.

3. Most of the recommendations made by the TAG are in-line with Auckland Council’s submission. There are, however, a number of important recommendations that require to be considered in greater detail and a number that, based on Auckland Council’s previous submission on these matters, are unlikely to be supported. The timing and process for public submissions to the Government’s response to the TAG recommendations is yet to be confirmed. It is recommended that an update be provided at the 30 May 2018 meeting.

Ngā tūtohunga / Recommendation/s
That the Civil Defence and Emergency Management Group Committee:

a) receive the report and presentation on the Technical Advisory Group’s recommendations to the Minister of Civil Defence; and

b) agree to receive an update on the Government’s response to the Technical Advisory Group’s recommendations at the 30 May 2018 meeting noting that the timelines and process for public submissions on this matter are yet to be confirmed.

Horopaki / Context
4. On 23 April 2017 the Hon Gerry Brownlee, then Minister of Civil Defence, announced the establishment of a Technical Advisory Group (TAG) to “identify where improvements in New Zealand’s Civil Defence structure could be made”. The Minister stated that this process was initiated in response to “shortcomings highlighted by recent emergencies such as the Kaikoura earthquake and Port Hills fires”.

5. The Terms of Reference of the TAG, which were released in June 2017, allowed for advice to be prepared on the “most appropriate operational and legislative mechanisms to support effective responses to natural disasters and other emergencies”. The focus, therefore, of the TAG has been on the Response to CDEM events rather than the 4R’s framework which also includes Readiness, Recovery, Reduction and, in Auckland’s case under the 5R’s framework, Resilience.

6. On 24 May 2017 the committee agreed (CP2017/09028 refers) to delegate authority to the Chair and Deputy Chair to finalise and approve the committee’s submission to the TAG. The committee’s submission (Attachment A) was finalised and sent to the TAG on 7 July 2017. In addition to the written submission, members of the TAG visited Auckland and held discussions with the Mayor of Auckland and Coordinating Executive Group (CEG) Chair and Director of Auckland Emergency Management. An oral submission was also delivered to the TAG which provided additional feedback on Auckland’s submission.
7. On 18 January 2018 the TAG’s recommendations to the Minister of Civil Defence (Attachment B) were publicly released.

Tātaritanga me ngā tohutohu / Analysis and advice

8. On-the-whole, most of the recommendations made by the TAG are in line with Auckland Council’s submission. That said, there are a number of recommendations that are being considered in greater detail by the CEG. Many of the recommendations would also, if accepted by the Government, have little impact on Auckland given Auckland Council’s unitary status. That said, there are a number of recommendations which, if accepted, would, based on Auckland Council’s previous submission on these matters, be unlikely to be supported and, indeed, would not succeed in bringing about the much-needed culture change across some parts of the sector.

9. A summary of the key recommendations made by the TAG as well as some initial commentary considered and refined by the CEG is provided in the table below.

10. As stated above, most of the recommendations are in line with Auckland Council’s previous submission on these matters. A number of the recommendations, however, would effectively, if accepted by the Government, introduce a ‘one-size-fit-all’ approach to emergency management in New Zealand based on greater command and control. It is unlikely that, for example, national standards for emergency management would be helpful given Auckland Emergency Management’s drive for continuous innovation and best practice. In addition, and as the TAG recommendations are silent on the importance of community engagement, it is likely that moves to ensure greater command and control over local and regional emergency management delivery would erode Auckland Council’s approach to emergency management which places community at the centre.

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<td>1. National Level functions and structure</td>
<td>Agree to establish a new National Emergency Management Agency (NEMA) as a departmental agency hosted by DPMC, to replace MCDEM. Agree that NEMA will be the national authority for support and coordination in states of local emergency and control in national emergencies and that it will take more proactive leadership and an assertive, and when required, directive stance. Agree that the responsibility for assessing, monitoring, and alerting the hazard risk in relation to geological and meteorological risks (earthquake, tsunami, flood, other weather) is clarified. Agree to ensure that NEMA has the resources and the capability to do the job expected of it.</td>
<td>These recommendations are broadly in-line with the significant changes advocated for to both the role and function of MCDEM by Auckland Council. That said, caution would have to be applied to ensure that changes within the emergency management sector allow for innovation and differences across the sector given the diverse nature, challenges and opportunities of civil defence groups across the country. This recommendation is in-line with Auckland Council’s submission which stated support for agencies with particular expertise taking the lead but cautioned against public alerting sitting with those agencies in order to avoid public confusion. This recommendation is also in-line with Auckland’s stated...</td>
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<td>2. Regional Structure</td>
<td>Require CDEM Groups to take a regional approach consistent with the intent of the CDEM Act. Require CDEM Groups to provide for adequate funding and resourcing for effective CDEM activities. Strengthen national standards over minimum requirements (for example, capability, operating practice)</td>
<td>N/A to Auckland given Auckland Council’s unitary status. When measured on a per capita basis Auckland Emergency Management is the smallest CDEM team across New Zealand. That said, the model in Auckland is, however, appropriate as the department is able to call upon significant resource from across the Auckland Council family. This is unlikely to be the case in the majority of councils across the country and so clarification on what is meant by ‘adequate funding and resourcing’ is required. As above, caution needs to be applied to ensure that national standards allow for innovation and do not apply a one-size-fits-all approach across the country.</td>
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<td>3. Declarations</td>
<td>Clarify that elected representatives (the mayors) have primary authority to declare states of local emergency for their respective districts. Provide the option of the mayor declaring a ‘major incident’.</td>
<td>N/A to Auckland given Auckland Council’s unitary status. Auckland Council delegations allow for all Governing Body members to declare an emergency subject to availability. While this may be a useful tool if applied appropriately clear guidance would need to be provided on the rationale and thresholds for this option.</td>
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<td>4. Role of Iwi</td>
<td>Require the appointment of appropriate iwi representatives to be part of CEG and the Group Joint Committee for all CDEM Groups.</td>
<td>The elevated role of iwi in emergency management reflects current Auckland Council practice. However, thought needs to be given to consider what this would mean for Auckland given the Independent Maori Statutory Board’s statutory role in Auckland and membership of Auckland Council committees.</td>
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<td>5. Capability and Capacity</td>
<td>Require all Controllers (Group and National) to meet one mandatory national standard of technical and personal competency, prior to their being accredited as a CDEM Controller and permitted to act as Controllers during any declared state of emergency. Establish national ‘Fly-in’ Teams, consisting of professional CDEM Controllers and other essential roles (such as CIMS functions, strategic communications, science) that can be immediately deployed (either on request of the Group Controller, or on the discretion of the Director). Ensure a consistent high standard of volunteer competence and Response Teams by appointing FENZ as the lead agency for NZRTs.</td>
<td>The push for national standards is supported but it is recommended that there is more than one provider for the course to allow for innovation and best practice such as the University of Auckland’s Leadership and Controllers Programme. For the proposed “Fly-in” Teams, it is important that members of these teams are, as well as being subject matter experts, able to work with and for communities. Auckland Council has significant expertise to support this fly-in team. It is also important that NEMA, in line with Auckland Council’s submission, is supported to understand the local government operating environment. Auckland Council supports three NZRTs and is able to provide for these critical roles. Having FENZ as the lead agency for these teams in emergency response situations would allow for a greater level of control relevant to FENZ roles and responsibilities.</td>
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<td>6. Authority for Command, Control and Coordination</td>
<td>Enable the Director (NEMA) to direct Group Controller(s) during an emergency under the CDEM Act when there are matters of national interest Require clear command authority at Group level and clear control authority for Group Controllers. Require the use of CIMS (2nd edition)</td>
<td>Seek clarification on the mechanism for this as well as the definition of what constitutes ‘national interest’. This is critically important but we would require clarification on the mechanism. Support the use of CIMS but note that CIMS needs to be reviewed and enhanced to reflect best practice in project and programme management.</td>
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<td>7. Intelligence</td>
<td>Establish a new national emergency management facility (replacing the Bunker) with a fit-for–future physical layout and technological functionality, allowing for a national emergency to be controlled from managed from the new facility</td>
<td>Auckland Emergency Management has significant ECC resource in its primary ECC in Auckland CBD and in its purpose-built facility in west Auckland. In Auckland Council’s submission the point was made to restate Auckland’s offer of the use of these facilities for coordinating</td>
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Establish an integrated 24/7 operation for the monitoring, alerting and warning of emergencies. 

Auckland’s facilities have the potential to be used for this purpose.

8. Information and Communication

Confirm local Mayor as primary spokesperson

Note Auckland’s unique media landscape and Auckland Emergency Management’s Public Information Management function and range of spokespersons.

11. The Minister of Civil Defence has met with the Mayor of Auckland and CDEM Group Committee Chair to discuss the TAG recommendations and the process from here. Feedback from this meeting has been positive with the Minister stating his support for the work Auckland is doing in this area. In addition, Auckland Emergency Management has held discussions with representatives of the Department of Prime Minister and Cabinet, including with the Minister’s Principal Private Secretary, as officials prepare advice to the Minister of Civil Defence on the response to the TAG recommendations. Auckland Emergency Management will continue to offer advice and solutions to the review team throughout this process.

Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe / Local impacts and local board views

12. There are no local board impacts arising from this report. Any particular implications or impacts for local boards arising from the Government’s response to the TAG recommendations will be reported to the meeting on 30 May 2018 and thereafter as appropriate.

Tauākī whakaaweawe Māori / Māori impact statement

13. The TAG, in its recommendations to the Minister of Civil Defence, has recognised the important role of iwi and iwi representation in emergency management. In particular, the recommendations call for greater recognition of the capability that iwi bring to emergency management. The TAG has also recommended having appropriate iwi representatives represented on Coordinating Executive Groups and on Group Committees.

14. Recognising the unique and important role that iwi play in emergency management is current practice in Auckland with partnerships having been formed with a number of iwi and local marae across the region.

15. Auckland Emergency Management has discussed the unique role of the Independent Māori Statutory Board in Auckland’s governance structure with the Government.

16. Any particular implications or impact for Māori arising from the Government’s response to the TAG recommendations will be reported to the meeting on 30 May 2018 and thereafter as appropriate.
Ngā ritenga ā-pūtea / Financial implications
17. There are no financial implications arising from this report.

Ngā raru tūpono / Risks
18. There are no significant risks arising from this report. That said, it is not clear to what extent the Government’s response to the TAG recommendations and any subsequent proposed changes will be prioritised through the current legislative agenda. It is also not clear if any reforms that are proposed will be part of a series of reforms across the sector. In lieu of any significant changes occurring at the national level, Auckland Emergency Management will continue to deliver innovative, best-practice emergency management services for the Auckland region.

Ngā koringa ā-muri / Next steps
19. It is expected that the Government will call for public submissions upon release of its response to the TAG recommendations. The timing and process for public submissions is yet to be confirmed but it is understood that the Minister will be taking the next six months to consider the TAG recommendations. An update will be provided at the 30 May 2018 meeting.

Ngā tāpirihanga / Attachments

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Ngā kaihaina / Signatories

<table>
<thead>
<tr>
<th>Author</th>
<th>Craig Glover - Head of Strategy and Planning</th>
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<tr>
<td>Authorisers</td>
<td>John Dragicevich - Director Civil Defence and Auckland Emergency Management</td>
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</tbody>
</table>
07 July 2017

Technical Advisory Group Secretariat
jeremy.corban@dpmc.govt.nz

Dear Jeremy,

Please find attached Auckland Council’s submission in response to the Minister of Civil Defence’s review of civil defence in New Zealand. We would like to appear before the Technical Advisory Group and elaborate on our views during the submissions process.

If you require any clarification on any aspect of the submission please contact Stephen Town, Chief Executive on 09 890 7742, or by email at stephen.town@aucklandcouncil.govt.nz.

Yours sincerely

Councillor Sharon Stewart QSM
Chair, Auckland CDEM Group Committee

Councillor John Watson
Deputy Chair, Auckland CDEM Group Committee

Stephen Town
Chief Executive, Auckland Council
Chair, Coordinating Executive Group

Encl.

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Submission to the

Technical Advisory Group

BETTER RESPONSES TO NATURAL DISASTERS AND OTHER EMERGENCIES IN NEW ZEALAND

07 July 2017
Auckland Council submission to the Technical Advisory Group

1. This is Auckland Council’s submission to the Technical Advisory Group on civil defence matters.

2. The address for service is: Auckland Council, Private Bag 92300, Victoria Street West, Auckland 1142.

3. Please direct any queries to Stephen Town, Chief Executive. Phone 09 890 7742 or email stephen.town@aucklandcouncil.govt.nz

4. Auckland Council wishes to appear before the Technical Advisory Group to discuss this submission.

5. This submission has been approved by the Chair and Deputy Chair of the Auckland Civil Defence and Emergency Management Group Committee and by the Chair of Auckland’s Coordinating Executive Group.

6. The submission is set out as follows:

   **Section 1:** Introduction  
   **Section 2:** Executive summary  
   **Section 3:** Auckland Council’s submission to the Technical Advisory Group  
   **Section 4:** Concluding comments

**SECTION 1: INTRODUCTION**

7. The vision of ‘Resilient Auckland’, the Auckland 2016-2021 CDEM Group Plan, is: ‘working together to build a resilient Auckland’. The plan recognises that everyone from individuals and families; business and government, both central and local, must work together to build a resilient Auckland.

8. As a small department operating in the fastest growing, most dynamic and diverse region in New Zealand, Auckland Civil Defence and Emergency Management (CDEM) is set up and operates differently to most civil defence entities across the country. Auckland CDEM places community engagement; innovation; and quality, timely and well-informed communications at the centre of everything the department does. Auckland Council acknowledges that Auckland CDEM’s modern, inclusive approach to building resilience is different to the traditional view of civil defence in New Zealand.

9. Auckland CDEM has embraced the Auckland Council mantra of ‘making our size work’. The department has 31 staff but accesses expertise from across Auckland Council’s 11,000 employees. Auckland CDEM build upon their strengths; make use of the skills and experience of the council family and harness the strengths of key partners and stakeholders. The department
Civil Defence and Emergency Management Group Committee
28 February 2018

Item 10

Attachment A

believes in learning from others, taking the best of a wide range of approaches and disciplines and applying them to their work. Auckland CDEM keeps up-to-date with best practice, global shifts and trends, and technology to deliver quality civil defence and emergency management services to 1.6 million Aucklanders.

10. A recent survey\(^1\) representative of the Auckland region showed that 77% of Aucklanders know what actions to take if a disaster struck their area and 65% have a good understanding of the type of disasters that could occur in Auckland and the chances of them occurring. While these figures are high, Auckland Council acknowledges that building resilience in Auckland requires a different and more dynamic approach to that traditionally seen in New Zealand.

11. As a unitary authority, Auckland Council has a simple setup for civil defence matters. Auckland has one CDEM political chair, one CDEM director, and one Coordinating Executive Group with representatives from a range of different agencies. This structure is well understood by key partners and stakeholders and works well in planning, response and recovery phases.

12. This submission, which is structured around a small number of key themes allied to the scope identified in the Technical Advisory Group’s Terms of Reference, primarily reflects on Auckland CDEM’s learnings and observations of delivering CDEM services in a unitary environment.

SECTION 2: EXECUTIVE SUMMARY

13. CDEM in Auckland operates under a unitary model. This model is fit-for-purpose for the Auckland region. Under this model lead agency responsibilities are clear, however, Auckland Council believes that whatever ‘structures’ of civil defence in New Zealand are recommended by the TAG that these structures need to have the appropriate level of ‘local’ input successfully integrated.

14. Auckland CDEM is well resourced to deliver CDEM services. Auckland Council has offered to work with the Ministry of Civil Defence and Emergency Management (MCDEM) to share these resources but these offers have been rejected. Auckland Council asks the TAG to consider recommendations which would empower MCDEM to act upon such offers of assistance. In addition, Auckland Council submits that the role of MCDEM needs to be more clearly defined.

15. Auckland Council asks the TAG to consider the ‘professionalism’ of CDEM in New Zealand and recommends the establishment of a professional body or similar with associated training for membership required.

\(^1\) Auckland Council, Preparedness and Resilience Monitor, 2016/17

Page 4 of 12
16. Auckland CDEM asks the TAG to consider the issue of resourcing; both during the response to emergencies and during ‘peace time’ to ensure that resources are able to be quickly and satisfactorily placed where they are required and that MCDEM is better able to make use of the significant resource and expertise of local government.

17. Auckland Council submits that community engagement and community resilience building is critical to the success of CDEM and should be integrated into the way civil defence operates. In addition, Auckland Council asks the TAG to consider communication platforms and tools used by the CDEM sector as well as monitoring and warning systems across the country to ensure consistency and best practice.

18. Acknowledging that the focus of the TAG’s review is on mechanisms to support effective responses to natural disasters and other emergencies, Auckland Council recommends a number of refinements to the CDEM Act 2002 with regards to Coordinating Executive Groups; their membership, representation and other matters.

19. Auckland Council asks the TAG to consider the ‘role’ of MCDEM and whether refinements could be made to ensure a whole-of-system approach to emergency management.

20. Lastly, Auckland Council states its support for the National Disaster Resilience Strategy being led by MCDEM. This strategy is a clear step forward for civil defence in New Zealand; it takes a broad, modern approach to building resilience.

SECTION 3: AUCKLAND COUNCIL’S SUBMISSION TO THE TECHNICAL ADVISORY GROUP

Civil defence ‘structures’ in New Zealand

21. As stated in the introduction above, CDEM in Auckland operates under a unitary model. This model is well suited to the Auckland region, it is fit-for-purpose and there is no ambiguity over lead agency responsibilities during response. Auckland Council is aware, however, that there are significant differences in how CDEM is structured across the country with some regions operating under a unitary model and others operating under a devolved model with regional coordination of delivery by local authorities.

22. While Auckland Council accepts that having fewer ‘layers’ is often preferable to overly complex or hierarchical structures, council would caution against the adoption of any recommended changes to the ‘structure’ of civil defence in New Zealand that lack the appropriate level of local input.
23. The Auckland Council model of governance has recently been deemed to be largely successful, however, it is recognised that ensuring appropriate levels of ‘local’ input to regional decision-making is critical to the successful functioning of the Auckland Council model of governance. Auckland Council submits that the same could be said for civil defence structures. Disasters inevitably affect local areas and so balancing the need for appropriate levels of regional or national control or direction with the need for local input, empowerment and guidance is of the utmost importance.

24. Despite significant differences in the ‘structures’, and indeed the capacity, of CDEM across various civil defence groups in New Zealand there is a level of ‘one size fits all’ applied to CDEM groups at the national level which is not helpful and does not work for the Auckland context.

25. Auckland CDEM is a well-resourced, multi-disciplinary, technically able and innovative civil defence group. Auckland Council has offered on a number of occasions to collaborate and form partnerships at the national level in order to share this resource and expertise; including, for example, offering to the Ministry of Civil Defence and Emergency Management (MCDEM) to use or even co-locate their Auckland-based staff in Auckland CDEM’s alternative Emergency Coordination Centre at no cost. This state-of-the-art purpose-built facility has been designed to manage the response to national or otherwise significant events and with it comes access to Auckland Council’s significant crisis management capability. While these offers have been rejected to date, Auckland Council wishes to state that these offers remain valid should the TAG wish to recommend to MCDEM that they consider these and other similar offers of collaboration and partnership.

26. Auckland Council submits that consideration be given to ensuring that MCDEM, which is tasked with providing leadership, guidance and national coordination, is empowered to act upon such offers of assistance and collaboration for the betterment of civil defence in New Zealand. Auckland Council believes that it is critical that the sector takes on board new ways of thinking and is able to capitalise on the successes and expertise of experts from across the country. It is critical that the sector acts with agility and flexibility and is able to take on board new ideas. Auckland Council submits that the TAG should consider recommendations that provide for the secondment of expert staff from CDEM groups and other government departments and Ministries into MCDEM and vice versa. Auckland Council believes that this simple step could help bring much needed innovation into the sector.

27. In addition, Auckland Council submits that the role of MCDEM needs to be more clearly defined. The role of MCDEM is to: provide leadership and strategic direction for CDEM; to provide coordination; to build capacity; to promote various activities to achieve the purpose of the CDEM Act 2002; and to support, coordinate and manage at the national level the response to, and

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recovery from, an emergency. During response, MCDEM also has a role in supporting and coordinating CDEM Group response and recovery activities.

28. Immediately following the November 2016 Kaikoura earthquake, MCDEM, on a number of occasions, ‘directed’ some CDEM groups to undertake certain actions including evacuations. Following that event, MCDEM, with advice from science advisors, developed a revised process for evacuations in response to tsunami threats under certain conditions. This process included requirements for CDEM groups to evacuate certain areas of the New Zealand coast. Auckland Council submits that if greater national control over response actions at a regional level is desired that this be made explicit in legislation and national planning documents.

29. The success or otherwise of civil defence in New Zealand is, ultimately, dependent on a range of organisations, emergency services and others, working together. This is the case both during the response to an emergency and during ‘peace time’. A considerable amount of time and resource is spent by Auckland CDEM on partnership building and stakeholder management. This is important as access to information held by partner agencies, for example, is based largely on good will. Given the critical need for information sharing in times of emergency, Auckland Council submits that the CDEM Act 2002 be amended to ensure that information required for a successful common operating picture, for example, is able to be shared without the need for individual CDEM groups forming their own agreements with regional stakeholders and in particular with emergency services.

‘Professionalism’ of civil defence sector in New Zealand

30. Currently there is no New Zealand professional body for civil defence/emergency management along the lines of organisations such as the New Zealand Planning Institute or Institution of Professional Engineers New Zealand. Likewise, the training available for staff delivered at the national level is often not at the standard one would expect from a professional body.

31. Auckland Council has spent considerable time and resource developing a suite of training for the civil defence sector with the University of Auckland and other world-leading institutions. This is in direct response to the lack of adequate, modern and up-to-date training on offer for civil defence practitioners and in particular for those practitioners operating in fast moving, complex, metro regions. Auckland Council submits that the TAG should consider making recommendations to raise the professionalism within the sector by, for example, establishing a professional body with associated training and development required for membership.
Resourcing of civil defence sector in New Zealand

32. As stated above, Auckland CDEM is arguably the most well-resourced civil defence group in the country. Despite this, Auckland Council has found on several occasions that during the response to emergencies the system used by the National Crisis Management Centre (NCMC) for collecting requests for resource and assistance is overly cumbersome and unnecessarily time-consuming. Auckland Council sent approximately 40 staff from a range of disciplines and professions to Kaikoura, Hurunui and to the NCMC in Wellington following the 2016 Kaikoura earthquake but could have sent many more were systems available to determine need and, importantly, the types of assistance required. Auckland Council submits that the TAG recommends that this system is prioritised for improvement.

33. Auckland Council has access to a range of professional staff from across the council family. This includes ‘three’ waters engineers, geotechnical and structural engineers, transport and roading specialists, building inspectors and land-use planners. Auckland CDEM has found that knowledge of the specialist skills of local government and, indeed, of the local government operating environment in general at MCDEM is limited. Auckland Council recommends that thought be given as to whether a ‘local government liaison’ or similar role could be established to assist MCDEM in its interactions with local government entities and in particular during the response to an emergency.

34. Exercises are one of the most important tools used in CDEM to test capability and to ensure that staff are prepared to respond to emergencies. 2016 saw the successful delivery of the national Exercise Tangaroa which tested CDEM groups and central government to their limits. Auckland Council recommends that the TAG considers the issue of exercises and recommends that MCDEM be required to deliver at least one national exercise per year on behalf of the sector. Auckland Council is able to assist MCDEM with this task if required.

35. Auckland Council submits that the recommendation to establish a ‘cadre’ of trained emergency managers able to respond to emergencies across New Zealand, as made by the official review of the response to the February 2011 Christchurch earthquake, is taken forward and recommended by the TAG. Auckland Council is able to assist MCDEM with this task if required.

36. MCDEM employs a number of Regional Emergency Management Advisors (REMAS) across the country. REMAs provide advice to CDEM groups and, among other things, act as a liaison between MCDEM and CDEM groups. Auckland Council considers that the REMAs are a critical resource for MCDEM. Auckland Council submits that the TAG considers recommending that this key resource be further integrated into CDEM groups by, for example, embedding staff with CDEM groups through co-location or joint hosting.

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Community engagement and communications

37. As stated above, the Auckland 2016-2021 Group Plan is titled ‘Resilient Auckland’. The plan is purposefully different to other group plans across the country in that it places community at the centre of its vision. Community engagement and community resilience building is critical to the success of CDEM in the Auckland context. Auckland Council recommends that the TAG considers the importance of community engagement in any proposals to modernise and improve CDEM across New Zealand. Auckland Council notes that the Fire and Emergency New Zealand Act 2017 places responsibilities for “efficient and effective local engagement” on Fire and Emergency New Zealand and submits that any recommended amendments to the CDEM Act 2002 places similar emphasis on the need for community engagement in delivering CDEM services.

38. During emergencies, Auckland CDEM is able to draw upon experienced communications staff from Auckland Council’s Communications and Engagement team. As Auckland’s ‘local’ media is more often than not also the national media, our public information team are often called upon as the ‘trusted source of the truth’ for all things civil defence related and especially so during emergency events. This was demonstrated in the response to the September 2016 East Cape earthquake and the November 2016 Kaikoura earthquake when media organisations found it difficult to engage with MCDEM.

39. Auckland Council has found that the public and media, quite understandably, do not understand the distinction between Auckland CDEM and the Ministry of CDEM. In times of crisis, when the media and the public are looking for information, this can be confusing. Auckland Council recommends that the TAG considers whether the development of one shared platform for disseminating CDEM-related information to the public could be considered.

40. In addition, Auckland Council recommends that the TAG considers the issue of inconsistency in public communication platforms used across the country. Auckland CDEM, like many other groups, make use of the Red Cross Hazards App to push out communications to the public as well as using a variety of different channels including social media and the OurAuckland web platform. Some civil defence groups use the same platforms and others do not. Auckland Council submits that the TAG recommends that the introduction of a national standard, or similar, for CDEM communications be considered for inclusion in its recommendations.

41. As noted in the National CDEM Plan Order 2015, MCDEM is the lead agency at the national level, and CDEM groups the lead at the local or regional level, in response to meteorological hazards. Weather-related events are the most frequent hazard event in New Zealand but, unusually, the public reporting of rainfall and flood intensity is split between two agencies; the New Zealand MetService and the National Institute of Water and Atmospheric Research (NIWA) respectively. Auckland Council recommends to the TAG that consideration is given, as is the case in most other developed countries, to
combining the reporting of hydrometeorological events in one agency. This would help to ensure consistent public information for weather events.

42. Auckland Council operates under the purpose and intent of the Local Government Official Information and Meetings Act 1987; council decisions and communications are, unless there is a clear legal reason to withhold, deemed to be publicly available, open and transparent. Auckland Council has found that MCDEM communications are sent on a confidential basis more than, it would seem, necessary or required. Auckland Council submits that the TAG considers open and transparent communications to be critical to the successful delivery of CDEM in New Zealand. In addition, Auckland Council asks the TAG to consider whether MCDEM could be asked to report to the Minister of Civil Defence on at least a 6-monthly basis with details of those communications deemed to be confidential by the Ministry.

43. Following the Kaikoura earthquake in November 2016 there was much media and public commentary about the ‘inconsistency’ of public alerting systems across the country with some CDEM groups alerting the public and others not. Auckland Council was able to determine that there was no threat to Auckland from this event and communicated this to Aucklanders. That said, Auckland Council does acknowledge that not all CDEM groups have this capability. Auckland Council recommends that the TAG considers the issue of inconsistency in public alerting and warning systems across New Zealand in its recommendations. Auckland Council submits that the TAG supports the inclusion of a recommendation for a 24/7 monitoring and warning mechanism for hazard events that pose life-safety risk across New Zealand.

Coordinating Executive Group representation

44. Auckland Council has recently concluded a review of its Coordinating Executive Group (CEG) with the intention of lifting its performance. The CDEM Act 2002 notes that Coordinating Executive Groups (CEG) have three responsibilities: provide advice to the CDEM group committee; implement the decisions of the CDEM group committee; and oversee the implementation, development, monitoring and evaluation of the CDEM group plan. The Act states that the CEG is to be made up of senior officials from a number of statutory agencies. While Auckland’s CEG, which is chaired by the chief executive of Auckland Council, has representation from the key statutory members and others, there is no requirement for chief-executive level or other senior staff to attend resulting in relatively junior staff with little autonomy or authority for decision-making attending. Auckland Council recommends that the TAG considers the importance of CEG representation in ensuring that the CEG is able to fulfill its statutory purpose and contribute towards readiness activities. In addition, Auckland Council submits that the TAG considers legislative change which would require a register of attendance of CEG meetings to be reported to the Minister of Civil Defence on at least an annual basis.

45. Under the Civil Defence Emergency Management Amendment Act 2016 membership of the CEG is open to “a senior ambulance service officer” if co-
opted. Auckland Council submits that, given the importance of the ambulance service to CDEM response in New Zealand, that the TAG recommends membership of the ambulance service on CEG on a par with other members such as the NZ Police and Fire and Emergency New Zealand.

Strategy and future direction

46. As outlined above, the role of MCDEM is multi-faceted. The Ministry has a leadership role, a coordination role and an operational role. It also has a policy and legislative role as the agency responsible for administering the CDEM Act 2002. Given these multiple roles and the TAG’s focus on considering improvements to civil defence’s performance in the response phase, Auckland Council asks the TAG to consider whether MCDEM’s roles and responsibilities are appropriate. Consideration could, for example, be given to whether MCDEM’s ‘policy arm’ could be better integrated/co-located or even merged with its counterparts from the emergency services. This would help to ensure a whole-of-system approach to emergency management policy and legislation.

47. Auckland Council is supportive of MCDEM’s work on the whole-of-government, whole-of-society National Disaster Resilience Strategy. This strategy will be a step-change for civil defence in New Zealand in that it takes a broad approach to resilience building rather than a traditional view of civil defence. Auckland Council submits that the TAG considers the importance of this strategy to the future direction of civil defence noting that New Zealand has made a commitment to the international Sendai Framework for Disaster Risk Reduction and that this strategy will help to move the country closer to the achievement of that framework.

Legislative framework

48. Auckland Council submits that the CDEM Act 2002 and the CDEM Amendment Act 2016 provides a generally sound legislative framework for the delivery of CDEM in New Zealand as current. That said, this submission has identified a number of recommended amendments for consideration by the TAG. While being mindful that the focus of the TAGs review is on mechanisms to support effective responses to natural disasters and other emergencies, Auckland Council asks the TAG to consider the issue of the interaction of the CDEM Act 2002 with other legislation of relevance to natural hazards mitigation. For example, the Building Act 2014 allows for the granting of building consent on land subject to natural hazards in certain cases and the Resource Management Act 1991 allows for a risk based approach to the management of natural hazards. Auckland Council recommends that the TAG considers recommending a review of legislation of relevance to CDEM in New Zealand including the various interactions and what they mean from a risk mitigation perspective.
SECTION 4: CONCLUDING COMMENTS

49. Auckland Council wishes to thank the TAG for providing the opportunity to submit on its work to identify where improvements in New Zealand’s civil defence sector could be made.

50. Auckland Council is supportive of the outcomes sought by the TAG. Comments and recommendations have been made on a number of aspects and in particular with regards to the ‘structure’ of civil defence in New Zealand; the professionalism of the sector; the sharing of resources across the country; community engagement and communications; and on the strategy and future direction of civil defence in New Zealand.

51. Auckland Council, over the last two years, has set some ambitious targets for its CDEM department. The vision of the department is to be the ‘leading go-to CDEM group in Australasia’. This is an appropriate vision for New Zealand’s largest city. To help achieve this vision, Auckland CDEM has had to modernise its practices. It has brought in staff from a range of disciplines and professions while maintaining a core civil defence response function. Auckland Council believes that the civil defence sector overall needs to embark upon a similar transformation; modernising its work practices, embracing diversity and transferable skills, and placing ‘community’ at the centre of its work.

52. Auckland Council has provided commentary on the devolved decision-making model of civil defence in New Zealand from the perspective of a large unitary authority. Auckland Council has, however, not provided explicit commentary on issues with regards to the declaration of states of emergency. As a unitary authority it is quite clear who has authority to declare a state of emergency and under what circumstances a state of emergency should and would be declared. Council accepts, however, that this is less clear in other parts of New Zealand.

53. As stated throughout the submission, Auckland Council views community engagement and community resilience building as critical to the successful delivery of CDEM services. Auckland CDEM’s approach in this regard is modern, flexible and adaptive and builds upon the skills and experiences of staff from a range of professions and disciplines. Auckland Council firmly believes that this multi-disciplinary approach is critical to the success of CDEM in New Zealand.

54. Auckland Council wishes to appear before the Technical Advisory Group to discuss this submission.
Ministerial Review

Better Responses to Natural Disasters and Other Emergencies

17 November 2017
Foreword

Anyone living in New Zealand is keenly aware that as a country we are vulnerable to geological and weather events and other hazards. The last six or seven years have been particularly eventful. Sometimes the consequences have been devastating and tragic – other times we have been luckier. The purpose of this review is to ensure that New Zealand’s emergency response capabilities and framework is world leading and well placed to meet future challenges.

The measure of success has to be the extent to which the public has trust and confidence in the emergency management system. The system must lessen the consequences of an emergency - reducing death, injury or suffering and damage to property.

In our view, ensuring public confidence in the emergency management system will require strengthening the application of current legislation, consistent with the intent of the CDEM Act, together with some changes to allow stronger national-level direction and regulation.

There are many strengths in the current system. The ‘all hazards-all-risks’ approach and connections to the wider national security system, the integration across the ‘4R’s’ of Reduction, Readiness, Response, Recovery, and the emphasis on engaging communities in emergency management, are consistent with international best practice.

There is clearly an enormous amount of commitment from staff from multiple agencies, volunteers and communities in responding to emergencies - this provides a good base to build on. At the same time, however, recent events have shown that the current system doesn’t always work as well as it should for communities, stakeholders, and the public overall.

This review invited submissions and met with many people to understand their perspectives on the issues raised in the terms of reference. We visited regions that had recent experience of responding in a state of emergency. We heard a number of consistent themes throughout that engagement. These themes formed the basis of our views on the changes required. We tested these views further before settling on the recommendations in this report.

We looked for best practice in the emergency management systems of other jurisdictions – Australia, United Kingdom, United States and Canada.

We also considered the findings of previous reviews of responses to particular events, and reviews of emergency management systems generally. This included consideration of the findings and recommendations of reviews into recent events, such as review commissioned by Fire and Emergency New Zealand (FENZ) into the Port Hills fires, the independent reviews of the response to the Bay of Plenty weather events in April, and an internal government report on the refinery to Auckland pipeline disruption. These reviews highlight many of the same issues that we note in this review.

I am very grateful to all the organisations and individuals who wrote submissions and took the time to meet with members of the Technical Advisory Group.

I thank all the members of the Technical Advisory Group for their contributions, and the secretariat for their efforts in supporting the work of the Technical Advisory Group. The range of agencies represented highlights the many entities that need to collaborate and understand how each other works, in order to achieve ‘better emergency responses’.

Roger Sowry
Chair Technical Advisory Group
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Summary and key recommendations

New Zealanders expect a national emergency management system that can be relied on to work well when needed. That calls for a system that is underpinned by clear roles and responsibilities, good information and communication, the right capability and resources, and that makes the most of local knowledge - balanced with the need for specialist expertise and national capability.

This is in keeping with the intent of the current legislation. However, practice over the past fifteen years has not always matched this intent. The result is marked variations in practice and patchy capability across the country, and different understandings about roles, responsibilities and authority.

Ensuring public confidence in the emergency management system will require strengthening the application of current legislation, consistent with the intent of the Civil Defence and Emergency Management Act (CDEM Act), together with some changes, to allow stronger national-level leadership, direction and standards.

Our recommendations are interdependent, and should be considered as a package. We believe that together they will provide New Zealand with a system that will be fit-for-purpose and well placed to meet future challenges.

Change is needed to the functions, structures, and culture at the national level. We recommend establishing a proactive national emergency management agency to provide national coordination and support in local emergencies, national control in national emergencies, and to lift CDEM performance overall. This includes professional leadership for the emergency management sector and a far stronger role in setting and enforcing national standards. The national agency must also provide assurance that those standards are being met. We see merit in the national director having stronger powers to direct and to ensure that responses to emergencies take account of national interests.

In all emergencies – regardless of scale – the consequences affect people, local economies, and communities. It is clear that local leadership, knowledge, and engagement with those affected communities is integral to supporting trust and confidence and to ensuring an effective response. We recommend that mayors should have primary authority for declaring states of local emergency under the CDEM Act. Further, we recommend providing the option to declare a ‘major incident’ in order to signal the significance of an event and achieve public recognition of the action being taken, without the extraordinary powers invoked under a state of emergency.

Organisational arrangements need to recognise that emergency response will require territorial, regional, and national capabilities in all but the most minor events. Emergencies can quickly escalate from a contained community event to a cross-district/regional emergency. The reality of how emergencies develop, the current legislative and institutional arrangements, and human nature, all contribute to the risk of not realising an emergency is beyond one’s capability and capacity until far too late.

The current legislation intended that emergency management would be a consortium of territorial and regional effort (exercised through regional Groups). We are of the view that that intent needs to be strengthened. We recommend retaining the joint committee governance with iwi added. The majority view recommends requiring the development of more formalised shared service arrangements, implemented by the regional or unitary council, to strengthen a Group-wide approach and accountability. This would be supported with consistent Group Emergency Management Office structures.
Iwi need to have a major role in regionally based arrangements. Currently the resources, capability, and social capital of Iwi to assist in emergency response is not recognised in legislation, and specific needs of Māori, whanau, hapū, and Iwi are often not recognised in Group plans. We found a compelling case for Iwi to be represented at all levels of the Group structure from our meetings with Iwi and our reading of submissions received. As a result, we recommend **clearer protocols with Iwi, and full participation of Iwi in coordination and planning structures**.

There is a need for far greater professionalisation of emergency management in the CDEM system. Key roles in the system are often part-time. There is no real career path. Training and professional development is very patchy and there are no required professional standards or accreditation. Even with the best will in the world, emergency management responsibilities do not always get the priority they deserve (often an add-on to people’s ‘day jobs’). Despite the statutory requirement for Groups to have “suitably trained and competent personnel for effective emergency management in their areas”, there is no assurance that the people on the spot will have the training, capability, or aptitude needed to respond to an emergency. No one wants response efforts being undermined by having the wrong person in the job. We recommend that **all staff in emergency management roles meet national standards for professional development and training, and key roles [for example, the Controller role] have national accreditation**.

Group effort needs to be backed with national capability that can be deployed as required. The recommendation to **establish a cadre of professionals to act as ‘fly-in teams’** first surfaced in the Review of the CDEM Response to the 22 February Christchurch Earthquake. It received strong support then and was endorsed in many submissions received for this current review. There are examples of surge capacity teams deployed at the regional level in other emergency response services, and internationally. Details of the capabilities required and the most appropriate operating model will need to be worked through. The starting point should be the functions in the CIMS framework – controllers, planning, operations, logistics, intelligence (including science), communications, and welfare – drawn from the agencies best placed to provide these capabilities.

Local context and circumstances are important and must be taken into account in any response. But there is also a national interest in ensuring that the system will work when needed. There is a real need for some consistency, standardisation and agreed protocols (for example, in operating practice and procedures, structures, signage, roles and responsibilities). This allows Groups to support each other, and to help coordination (including, for example, deploying fly-in teams and managing cordons). The current legislation allows for this. Accordingly we recommend **greater national consistency and standards, and a more robust system of audit and assurance to ensure those standards are met**.

CDEM legislation is not as clear as one might expect. Regularly we heard that the authority to act, or the authority to task someone, either does not exist or is not clear. This situation can lead to a lack of coordination, no one really in charge, and the risk of poor outcomes for the community. We see a strong need to **clarify that Group (and national) Controllers have control authority - the authority to task other agencies - under a state of emergency**.

Authority must be backed by joined-up intelligence to support decision-making, with systems that allow agencies to work to a common operating picture. New Zealand’s intelligence infrastructure and hardware has been inadequate in recent emergencies, although agencies individually have a lot of capability to draw on. Recent advances in technology could help provide better intelligence for

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1 Coordinated Incident Management System (now in its second edition)
emergency management. We think a new fit-for-purpose all-of-government NCMC\(^2\) and 24/7 monitoring, alerting, and warning centre is required. Further we recommend investigating existing technologies available internationally to support a common operating picture.

Effective responses rely on good communications to affected communities, to the public, and to decision makers. Mayors (and Ministers) will always front in emergencies, but they will need support to do that well. Social media is increasingly important, both as a source of intelligence, and as a communications channel. The Public Information Management (PIM) function in the current arrangements is primarily about information to the public through traditional channels, rather than strategic communications advice to assist Ministers and decision makers. As a result, we recommend adding strategic communications to CIMS (and to fly-in teams), and ensuring timely, consistent, and proactive use of the range of appropriate channels (for example, social media, online, radio, print, TV).

We expand on these points in the chapters that follow. Appendix 2 provides details of current arrangements. Appendix 7 also lists a number of secondary matters that came to our attention.

\(^2\) National Crisis Management Centre in the Beehive basement in Wellington
Chapter One: National level functions and structure

Introduction

While this is not a review of the Ministry of Civil Defence & Emergency Management (MCDEM) our findings and recommendations have marked implications for the national-level emergency management agency.

The role we envisage is a significant shift in emphasis and stance from that of MCDEM currently and raises issues about the most appropriate structure, functions, and resourcing of the national-level emergency management agency.

What we found

MCDEM has no formal statutory responsibilities. Its primary role is to enable the Director CDEM (the Director) to meet their functions, use of powers, and duties. These include:

- advising the Minister of Civil Defence
- identifying hazards and risks of national significance
- monitoring and evaluating the National CDEM Strategy and the National CDEM Plan
- developing standards and guidelines
- monitoring performance of CDEM Groups
- promoting civil defence emergency management, and leadership, and stewardship of the CDEM system
- in a national emergency, directing and controlling the resources available for civil defence emergency management, and controlling Groups
- outside of national emergencies, coordinating the resources available for emergency management.

While the purpose and construct of the CDEM Act puts the emphasis on local authorities taking joint action (through regional Groups), the provisions of the Act allow for an assertive, and when required, directive stance nationally to ensure readiness to respond.

Over time, MCDEM’s approach has emphasised the importance of guidance, relationships, consultation, and suasion, rather than the use of prescriptive or directive powers in the Act. Indeed, early guidance from the Ministry (in 2002, immediately after the Act came into effect) stated that ‘the Ministry has no intention to develop rigid codes of Group practice, or conduct audit programmes. It is most appropriate that Groups decide on their own performance levels or targets and evaluation programmes, within their Group Plan’ (DGL 1/02 page 11).

This approach has been appropriate for ensuring commitment to the National CDEM Strategy and Plan Order and Group ownership of their own plans and activities. Moreover it was a pragmatic response given the Act has no penalties for non-compliance with national directions outside a state of national emergency.
Chapter One—National level

Nonetheless, we believe that devolution to this degree has resulted in wide variation of practice, performance, and capability across Groups, and unclear command, control and coordination authority across agencies in emergencies.

We heard from a range of submitters who echoed this view. There was a call for greater clarity and direction in the legislation (fewer ‘mays’ and more ‘musts’) and for more proactive leadership nationally - both in planning and in response. As one submitter noted, ‘Wellington is good at writing guidelines and [Groups] are good at ignoring them’.

We found that MCDEM has also taken on a range of activities that are not directly related to the core business of enabling the Director to meet their statutory functions and duties across all hazards. In particular, MCDEM is the ‘lead agency’ for particular hazards – specifically for natural disasters (earthquake, tsunami, flood, other weather) and for infrastructure failure. MCDEM is also the lead agency for the coordination of welfare services aspects of emergency response and a number of subfunctions related to welfare services (including registration and needs assessment). These acquired responsibilities do not sit well with oversight of emergency management generally in an all hazards - all risks framework.

Options and evaluation

As later chapters discuss there is a need for a far stronger, more proactive, stance at the national level.

We consider below:

- the functions of that agency
- the organisational form of that agency, and
- resourcing considerations.

Functions of the national agency

The national agency’s primary purpose is to enable the Director to meet their functions and duties, and exercise their powers (see above). The outcome sought is effective risk reduction, readiness, response and recovery from emergencies arising from all hazards and risks. Specific functions for the national agency arising from this review include:

- being responsible for providing national support and coordination in states of local emergency, and control in national emergencies
- taking an oversight role through developing, monitoring and evaluating the all hazards-all risks National CDEM Strategy and Plan, and addressing matters of national interest relevant to Groups and other agencies3, and
- assuring system capability and performance through setting standards and monitoring whether those standards are being met.

Within that, a number of judgements are required:

- **Policy vs operations**: We see the national agency primarily as an operational agency. This includes operational policy (for example developing the National Strategy and National Plan). Strategic policy relating to emergency management across all relevant Acts should be considered as a part of wider national security policy, and accordingly responsibility transferred

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3 For example, coordinated business continuity plans across Government agencies, coordinated requests on national capability or scarce resources in Group plans, ensuring attention to national priorities by Groups, and responding to common issues raised by Groups, their plans or other agencies.
to the national security policy directorate of DPAC. This is a change from the original decisions that established MCDEM in 1997. It reflects both the evident need for a greater operational focus at the national level to support effective emergency management, and the greater strategic focus required than was apparent at the time MCDEM was set up.

- **4R’s vs readiness and response**: On balance we recommend retaining responsibility for all 4Rs (with an all hazards – all risks perspective) within the national agency. Arguably, reduction and recovery are primarily consultative: readiness and response are primarily directive. Managing these different styles within one organisation can be challenging. However, drawing the line between reduction and readiness for example, or between response and recovery, would be arbitrary, and all four aspects need to be seen as a whole to be effective.

- **Lead agency responsibilities**: Lead agency responsibilities need clarifying generally (see discussion in Chapter 5). Further to that, being the lead agency responsible for particular hazards or consequences does not sit well with the all hazards – all risks perspective that the national agency needs to take. We recommend that:
  - **MBIE is specified as lead agency with responsibility for central government advice on infrastructure failure across the 4R’s, recognising its relevant policy and regulatory roles and links to industry and sector coordinating entities (telcos, energy). There are also calls to be made in relation to responsibility for transport and water.**
  - **Responsibility for assessing, monitoring, and alerting the hazard risk in relation to geological and meteorological risks (earthquake, tsunami, volcanic, landslide, flood, severe weather) is clarified and assigned to the agency with best information and capability to undertake it.** It is clear that the national agency would lead the response to national emergencies, and coordinate and support the response to local emergencies, caused by such events. That is on the basis that a state of emergency has been declared because of the consequences, not on the basis that it was caused by a natural disaster. Responsibility for assessing, monitoring, and alerting the hazard risk, advice on mitigating the risk, and so on, sits better with the agencies with specialist capability in those hazards (for example, MetService for severe weather, GNS Science for geological hazards). This would suggest for example that responsibility for tsunami warnings should be with GNS Science.
  - **MSD is specified as lead agency across 4R’s with responsibility for coordinating welfare services and the subfunctions of registration and needs assessment.**

- **Audit and assurance vs regulatory compliance**: The national agency will need to play a strong role in setting, monitoring and reporting national standards. These standards would be given effect through regulation, which is provided for in current legislation. Some submissions called for a stronger focus on regulatory compliance to ensure duties are being met. We believe it is best to reinforce the accountability of Groups to their communities for performance against national standards, and to rely on local pressure to provide incentive for performance against those standards. Some submissions saw merit in establishing a new position of Inspector-General of Emergency Management (as in some Australian states) to audit and provide assurance over the emergency management system. We do not see the need for that at this stage. Instead we recommend using the current monitoring framework to full effect. This would see:
  - the national agency set standards by regulation
  - Groups self-evaluate performance against those standards
  - the national agency assess and publish Groups’ compliance and performance against those standards
Chapter One—National level

- the Office of the Auditor-General (OAG) to report on emergency management matters in its local government audits.

These recommendations all influence the structure and capability of the national agency.

New National Emergency Management Agency

We believe there is a strong case for a significant shift in culture, objectives, business strategy and operating model at the national level. The choice is either to shift MCDEM’s focus and culture within the current organisational arrangements, or to take the opportunity to establish a new National Emergency Management Agency (NEMA) to replace MCDEM.

Restructuring on its own would do little to change focus and culture. However establishing a new agency would provide greater autonomy, transparency, and status for the emergency management role. It may also allow greater strategic focus for DPMC in respect of DPMC’s other roles. And it would send a clear signal of change in direction and operating style.

The disadvantage of course would be the level of disruption and instability that any restructuring incurs - and the expense of rebranding.

On balance, we believe that establishing a new organisation is required.

Structure

There are a range of options for the structure of NEMA. Broadly, these are:

- a business unit within DPMC (as MCDEM is currently) or of another department
- a stand-alone department or departmental agency
- a stand-alone Crown entity, or
- a part of Fire and Emergency New Zealand (FENZ).

We do not see any compelling synergies that would warrant NEMA being a business unit of another department, and we do not recommend this option. In our view, there is a need to raise the profile of NEMA in line with the mission of leadership and culture described above.

We do not favour the Crown entity option. The Minister plays an important role constitutionally in emergencies. The Minister is the authority of last resort with powers that include declaring states of emergency and directing resources. This requires a strong relationship between the agency and the Minister.

Some submitters raised the idea of FENZ taking on a wider emergency management role – in effect becoming or subsuming NEMA. We do not support this. First, it would not allow for the close connection with the Minister that we believe is required - and second, it is not clear that FENZ would be the best place for NEMA to be the national agency in all hazards-all risks and 4R’s sense given FENZ’s primary responsibilities.

On balance, we recommend NEMA is established as a departmental agency. This gives the benefit of status as a department – with a Chief Executive accountable to a Minister – while taking account of its likely size as a fairly small and focussed organisation. It may lack the economies of scale enjoyed by larger departments.

Departmental agencies are hosted by larger departments with some connection to the mission of the agency. It makes sense for that to continue to be DPMC, given the connections to the wider national security system that DPMC also has responsibility for.
Chapter One—National level

Resourcing

It will be important that NEMA has the resources and capability to credibly do the job expected of it. We expect that will require strengthening of the capability and capacity.

Resource needs are likely to include stronger operational capability (including use of legislative tools) and dedicated response staff to allow it to flex and adapt to all contingencies – with arrangements in place to cover not just medium-scale events, but also large-scale catastrophic events if needed. Secondment arrangements with other departments as well as ‘on-call’ arrangements could strengthen surge capacity.

System Stewardship

We are aware than many of the recommendations of this review are not new. They have been considered previously, in the context of other reviews of the system, of events, or of exercises. However, progress on actioning them appears to have been patchy or slow. On the face of it, that suggests there may be barriers to addressing these cross-cutting issues that require collective endeavour and commitment from a number of agencies. This situation is not unique to this area of the public service. The practical implementation of the recommendations of this review will therefore need effective mechanisms to progress these cross-cutting issues.

Related to that, there is a need for continued attention to ensure good stewardship of the emergency management system, so that Ministers, stakeholders, and the public can have confidence that the system will work as intended when needed, and be cost-effective. There has been a lot of effort in this area (as a part of the national security system over recent years. The National Security System Handbook sets out the overall governance arrangements for the national security system. And as noted by the Auditor-General and others, there is much to be commended in the current arrangements.

Nonetheless, on the basis of the findings of this review, we believe there is a need to strengthen the accountability for stewardship of the emergency management system (particularly in respect of multi-agency issues) if we are to be confident that it will remain fit-for-purpose and fit-for-the-future.

The question of how to get better collaboration and collective impact across agencies is not unique to this sector. A range of approaches have been taken across the public service to break down ‘silos’, get better collective impact, and to strengthen incentives and accountability for stewardship. We recommend looking at the applicability of those models for this sector, and in particular:

- **Transparency**: require clear priorities and results, greater CE accountability for achieving those results, and transparency of performance against those results. This is the thinking behind the Better Public Services framework for example. In this area, we cannot rely on evidence of outcomes to drive performance and stewardship – it would be too late then. There is room for more clarity about key hazards and risks, and transparency in assessment of how they are being managed. The work of the National Risks Unit in DPMC may be helpful in this regard.

- **Governance**: require joint strategic planning and coordinated implementation across key agencies, backed by a Ministerial group to drive demand. This is the approach taken in other sector groups – in natural resources, social services, and economic agencies for example. This could involve the National Security Committee playing a stronger role in governing work programmes.
Chapter One—National level

- **Setting up a cross-cutting agency**: establish a cross-cutting agency to better integrate work areas, and to disrupt departmental silos. This is the approach taken in the Social Investment Agency for example.

We think there is merit in all these approaches, and recommend that they be developed further to support collective action and system stewardship in this area.

Further, we note that to be effective, all these approaches require stronger incentives and accountability for collective action – perhaps through joint accountabilities in departmental CE’s performance agreements, backed up in Ministerial letters of expectation.

**Recommendations**

We recommend that you:

1. **Agree to establish a new National Emergency Management Agency (NEMA) as a departmental agency hosted by DPMC, to replace MCDEM.**

2. **Agree that the core function of NEMA is to enable the Director CDEM to meet their functions and duties and exercise their powers under relevant emergency management legislation, including:**
   2.1 As the national authority for support and coordination in states of local emergency, and control in national emergencies.
   2.2 Taking an oversight role through developing, monitoring and evaluating the all hazards-all risks national CDEM Strategy and Plan, and addressing matters of national interest in Groups’ and other agencies’ plans and activities.
   2.3 Assuring system capability and performance through setting standards and monitoring that those standards are being met.

3. **Note that this will require more proactive leadership** of the sector, and an assertive, and when required, directive stance, as envisaged in the provisions of the CDEM Act.

4. **Retain the 4R’s all hazards—all risks perspective within NEMA, with a focus on operational responsibilities, and consider shifting strategic policy advice responsibilities to a separate part of DPMC.**

5. **Agree that the NEMA’s monitoring responsibilities, and OAG audit responsibilities, will be used to full effect through publication of results.**

6. **Agree that lead agency responsibilities are allocated to appropriate agencies, and that:**
   6.1 MBIE is specified as lead agency with responsibility for infrastructure failure. There are also calls to be made in relation to responsibility for transport and water.
   6.2 Responsibility for assessing, monitoring, and alerting the hazard risk in relation to geological and meteorological risks (earthquake, tsunami, flood, other weather) is clarified.
   6.3 MSD is specified as lead agency with responsibility for welfare aspects of response.

7. **Ensure that NEMA has the resources and the capability to credibly do the job expected of it.**

8. **Strengthen incentives and accountability for system stewardship**, through:
   8.1 Developing transparency, governance, and structural approaches to strengthen collective action and stewardship in this sector, and
   8.2 Considering joint accountabilities in departmental CE’s performance agreements, backed up in Ministerial letters of expectation.
Chapter Two: Regional Structure

Introduction

This chapter considers the structures and arrangements that are overseen by local government.

A core component of the CDEM Act 2002 is the establishment of CDEM Groups. A Group is a consortium of the local authorities in a region, working in partnership with emergency services, to undertake CDEM functions within their Group area.

There are 16 Groups in New Zealand, generally following regional and unitary council boundaries.

A region wide Group approach is explicitly required by the CDEM Act. Groups must prepare a Group Plan that identifies the hazards and risks in the area, and how they propose to manage those hazards and risks. The smallest area over which CDEM activities would be planned and implemented was assumed to be the geographic area of a regional or unitary council, with the provision for neighbouring Groups to operate collectively. We have heard that ‘what you do before an event is critical’.

In non-unitary council regions, Groups have discretion in regard to the split of functions between the regional council and territorial authorities, the contribution respective councils make, and any business structures to assist collaboration. The Act is permissive rather than prescriptive on those arrangements.

The question asked by this chapter is whether current arrangements are fit for future needs.

The important principles are:

- the well-being of local communities should be in the forefront of Group decision-making
- continuous and sustained improvement in performance across the Groups should be integral to Group planning
- resources should be used efficiently, with incentives for performance and accountability to communities
- the current Act’s intent and purpose should be reaffirmed, with the Act’s particular requirement that Group members collaborate
- strong and necessary links to territorial authority functions should be retained
- be adaptable and nimble and take account of resourcing pressures on differently sized councils
- minimum standards should incentivise and support collaboration and cooperation, including the establishment and deployment of fly-in teams.

What we found

Since the CDEM Act came into effect, the different Groups in New Zealand have taken different approaches.

This has allowed a measure of innovation and flexibility. Some Groups have initiated, and successfully run, a shared services approach (for example in Otago and in Nelson/Tasman). Other Groups have discrete examples of good practice - e.g Bay of Plenty’s involvement of iwi and Canterbury’s proposal for an intra-regional surge capacity.

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Chapter Two – Regional Structure

At the same time however, the wide variation in approaches has impacted on the effectiveness of emergency management, and the confidence that can be had in the system overall.

**There is little consistency in operating practice**, systems, terminology, roles or responsibilities across Groups. That makes interoperability and cooperation harder. Group Plans are often not clear about roles and responsibilities for Group members and others during emergencies, and certainty about who does what during response is mixed. We heard many submitters call for greater consistency in operating practice across Groups, and clarity about the respective roles for territorial and regional councils.

Approaches are **not always collaborative**. In some areas territorial councils do not buy-in to the joint planning and implementation activities. This outcome is at odds with the existing and clear purpose of the present statute that local authorities will coordinate, through regional groups, planning, programmes and activities related to civil defence emergency management (section 3(d)). The shortcoming in the statute is not that it is not clear about what is required but it lacks positive incentives for compliance and sanctions for non-compliance. This has perhaps given rise to a perception in some quarters that compliance with the purpose of the statute is voluntary. In our view the purpose of the statute is clear. Adherence, through a variety of mechanisms, needs to be incentivised and required.

There is confusion about whether the current arrangements are based on **two or three tiers** of governance and coordination. There was a common perception from submissions and discussion that the CDEM structure was primarily in three parts, and that that was too many. Some submitters noted for example that “recent emergencies...demonstrated that the local, regional, national structure does not work” and that the “the current 3-tier system does not give good span of control, however there are too many weak links.” The common references in submissions to three tiers reflects the *act locally, coordinate regionally, and support nationally* tagline that has developed. This is not in the Act. The Act has a two tier system: regionally coordinated Groups and a national level Director.

**Capability** of Groups is very mixed. The CDEM National Capability Assessment Report 2015 shows that 13 years after the Act came into force, only half of the Groups reached the target set by MCDEM for adequate capability across the 4Rs. Group Plans rarely acknowledge the number of small district councils that will struggle to resource an emergency response of any scale.

Our conclusion is that, while there is merit in Groups taking account of local circumstances and context, overall these variations affect the ability of Groups to respond effectively and meet their community expectations. We believe a return to the intent of the Act is required.

**Options and evaluation**

To that end, we consider that there is a clear need to require Groups to:

- adhere to the statute’s present requirements and take a regional approach
- be subject to stronger national standards on minimum requirements (such as capability and operating practice)
- provide adequate funding and resourcing to ensure a minimum standard of performance capability is acquired, and
- be subject to stronger governance and accountability expectations of their performance.
We considered a range of options for achieving that.

1. **Strengthened Status Quo** – no change to the functions and requirements set out in the current CDEM Act, but bolster implementation with stronger national standards (through NEMA), and stronger accountability for resourcing, capability, and performance (through NEMA monitoring and OAG audit).

2. **Mandatory Group framework** - retain the Group joint committee governance arrangements but require more consistent approaches across Groups (in roles and responsibilities, operating practice, for example) and a more formalised shared service arrangements, resourced and administered by the regional council. Like option one, this option can be supported with national performance standards and increased monitoring.

3. **Specify CDEM as a solely regional council function** – this envisages a structure where CDEM activities are a business unit of regional council. Territorial authorities would have to be subject to regional council direction and any delegations.

4. **Set up a separate entity, akin to a council controlled organisation**, with a Board. This would provide separation from the local government structure. It would enable formalised shared service to territorial authorities and the regional council.

5. **One organisation across New Zealand** - so all the key coordination functions, and employment of Group Controllers are run centrally. This option came up in a number of forums, although in different forms.

Option 1 would allow Groups to determine the ‘how’ – that is, what arrangements work best for their circumstances to meet the required regional approach and national standards. The joint committee of elected members would be collectively accountable for meeting those requirements and for the performance of the Group.

Option 2 would specify the ‘how’ – that is, it sets standard arrangements that Groups are to put in place. That allows for greater consistency and confidence that the arrangements will work, but may raise questions about their appropriateness to all Groups’ circumstances. The regional council would be directly accountable for the performance of the Group.

There were a range of views on this. On balance the majority favour option 2. This approach would allow for a stronger regional focus, greater consistency in practice across Groups, better assurance about capability, clearer roles and responsibilities in emergency response, and clearer accountability for performance. Notwithstanding the advantages of option one in allowing arrangements to be tailored to local circumstances, the majority’s belief is that even with stronger standards and accountability, nothing will improve, or it will improve at too slow a pace, if we continue with current roles and structure.

The minority view (held by the LGNZ representative on TAG) is that option 1 (which at various levels might encompass in practice aspects of options 2, 3 and 4) is preferable and less prescriptive in nature. With the right incentives, improved sanctions for non-compliance, and a requirement for revenue adequacy to meet set minimum standards of performance, a fit for purpose outcome consistent with the present purpose of the statute is attainable. It leaves sufficient flexibility to cater for differences in approach between regions.
Options 3, 4 and 5 are substantially different from the status quo, and would all come with substantive cost. In particular, the option of a single organisation (option 5) does not utilise, and build on, the principle that local communities are best served by people who know them and their local issues. The level of commitment we have seen from many councils and individuals to more collaborative approaches does not warrant such a substantial change to the local level arrangements.

On a technical note, we recognise that the Chatham Islands Council, and the special status of White Island, require specific consideration and further work. For the Chatham Islands, the principle of collective support during an emergency still applies. But it is physically very isolated, and has its own Act acknowledging its size and unusual circumstances. For White Island, we note that it currently falls outside any territorial authority, and so has no mayor.

Recommendations

We recommend that you:

1.0 Require Groups to take a regional approach consistent with the intent of the CDEM Act

2.0 Require Groups to provide adequate funding and resourcing for effective CDEM activities

3.0 Strengthen national standards over minimum requirements (for example, capability, operating practice as outlined in Chapter One)

4.0 Strengthen Group (joint committee) governance (for example, requirements on members to participate, limits on ability to delegate), and

5.0 Strengthen accountability for Group performance (through NEMA monitoring and OAG audit, as outlined in Chapter One)

The majority recommend that you:

6.0 Require the development of shared emergency management services across the CDEM regions, covering:
   6.1 The regional or unitary council responsible for resourcing and administration.
   6.2 Consistent Emergency Management Office structures, with EOCs across the Group area.
   6.3 Regional appointment and oversight of all Controllers, with clear line management and an emphasis on appointments embedded within territorial authorities.
   6.4 Defined functions and responsibilities for respective territorial and regional councils.
Chapter Three: Declarations

Introduction

Declaring an event, or potential event, a ‘state of emergency’ is a key part of the emergency management system. A state of emergency, over a defined area, triggers the ability to use extraordinary powers and access resources. The appointed Controller has control authority.

This chapter discusses who declares a state of emergency (local and/or national), factors affecting their decision to declare (or not), geographic scope and the public’s expectations around information.

What we found

Although the Act emphasises taking a Group area wide approach to declaring states of emergency, the default practice is that mayors use the option of declaring over their districts.

There are mixed motivations to ‘declare’. The most common reasons are access to resources and need to access the power to evacuate.

Other reasons included to signal to the public that the event needs to be taken seriously, and to give the public confidence that the event is being responded to appropriately.

Reasons for not declaring included concern that it would signal a failure – for example a lack of readiness or poor preparation; no evidence that the emergency services cannot cope; or no need to access powers.

The Mayor of Whanganui declared a state of local emergency on 4 April 2017, in anticipation of a flood event based on the weather forecast. Although the predicted flood level did not eventuate, the voluntary evacuations and media coverage during daylight meant the community felt prepared. The mayor and council received no public negative reaction to what they refer to as “the dry run”.

We heard that mayors have been asked to make a decision to declare, or not, when they lack experience and training. This can result in confusion, mistakes and delays.

There is inconsistent practice across New Zealand. Different factors are prioritised in different cases. Occasionally there is strong media and public debate about what should have happened. Following extensive coverage and increased discussion about civil defence emergencies in 2017 we note a visible shift in the bias – towards declaring states of emergency.

There was some support in submissions, particularly from Groups, for provision of an interim mechanism - a ‘major incident’ declaration - that would signal event significance and importance to the public, but not trigger extraordinary powers. For some this recommendation was expressed as a desire for clarity between activation of an emergency operation centre and a declaration.

It is not uncommon for a state of local emergency to be initially declared by mayors over their districts, and then within hours or a day a state of local emergency being declared for the whole, or greater parts of, the region. This latter ‘Group declaration’ is declared by the relevant person appointed by the Joint Committee – sometimes without consulting or even advising the mayors affected.
Options and evaluation

We considered three options around who should make declarations of states of emergency.

Option 1: Mayors have primary authority to declare for their districts (change of onus from the current Act, and recognises current practice). Deciding to affect residents requires a value judgement that only elected representatives can legitimately make. Locally this will be mayors or a delegated councillor. The downside of this option is that sometimes it is very clear that a much wider area needs to be covered by a declaration (where a multi-district or Group wide declaration makes pragmatic sense).

Option 2. Status Quo - a chosen elected representative or the Mayor: this option still has an elected representative making the decision.

Option 3. Officials, rather than elected members, have the authority to declare: this is on the basis that the decision to declare is a technical one – the use of powers requires a professional judgement. We are aware that this option, particularly the power of the Director to declare a state of emergency, was specifically removed from the CDEM Act 2002 during the Committee stage.

We recommend option 1, which emphasises the current usual practice of mayors declaring. We continue to be of the view that elected members, when trained and receiving sound advice, are best placed to front any decision to declare, rather than officials. This option also needs to provide for a single declaration that covers more than one district. We do not recommend changing the current powers of the Minister of Civil Defence to declare in certain circumstances.

Factors affecting the decision and scope

We considered how best to address a reluctance to declare, when declaring would have boosted awareness of an event, good community and personal decision making, and public confidence in those with authority.

A state of emergency area should be limited to the physical location affected (unless requisitioning powers are required over wider areas). It is appropriate for an area as small as a ward (such as Matata) to be under a state of emergency while the rest of the district remains outside of that declared ‘state’.

We support the view that guidance to declare a state of emergency should formally include ‘public confidence’ as a factor to consider. On its own, maintaining public confidence may not be a strong reason to access the extraordinary powers triggered by a state of emergency but it should be a factor. The option of declaring a major incident (see below) may also meet this need.

Major incident

We see merit in provision to declare a ‘major incident’ as an alternative to a state of emergency. Declaring a major incident would likely result in activation of an emergency operation centre, increased social media profile, liaison and coordination with emergency services and use of powers available to councils, Fire and Emergency NZ, the Police, and others, under other Acts. Any need to access CDEM powers could be reconsidered as required. This option formalises what already occurs. An ‘activation’ is a common initial response of councils and emergency services to events, either followed by a stand-down or a formal emergency declaration. As with the current declarations, it should be a mayoral decision and announcement.
Recommendations

We recommend that you:

1.0 Clarify that elected representatives (the mayors) have primary authority to declare states of local emergency for their respective districts.
   1.1 Revise section 25 of the Act to give mayors the primary role.
   1.2 While mayors have primary authority, provide for the Chair of the Joint Committee to be able to declare in appropriate circumstances (consulting with affected mayors where practicable) as a multi-district or Group wide declaration may be most appropriate.

2.0 Require training and advice as a precondition for any person (primarily the mayors) using their authority to declare a state of local emergency.
   2.1 If a mayor is not trained then another trained representative of the elected members of the Joint Committee (the Group) will need to declare.

3.0 Retain the ability for the Minister of Civil Defence to declare any state of emergency (local or national). No change to the current Act is proposed.

4.0 Amend guidance to include ‘public confidence’ as a factor to consider in deciding to declare a state of emergency.

5.0 Provide the option of the mayor declaring a ‘major incident’.
   5.1 Under a major incident the legislative powers available are limited to those that the councils and emergency services (such as Police) can use under other Acts 4.

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What might Recommendation 5 look like?

Scenario 1: Whanganui potential floods April 2017 - would achieve helpful media profile, and coordination across emergency services. CDEM powers weren’t needed (message was get prepared to evacuate). Although forecasts supported a precautionary approach, the ‘emergency’ never eventuated. If the flood had occurred everything was in place to upgrade to a declaration and start evacuations using powers.

Scenario 2: Howke’s Bay gastro outbreak - there was neither a CDEM state of emergency nor a drinking water emergency declared (under the Health Act). CDEM powers were not required. But the council as owner of the infrastructure was a key player, along with the DHB. An announcement of ‘major incident’ might have raised the profile and assisted dissemination of information.

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Chapter Four: Role of Iwi

Introduction

While the review terms of reference does not specifically refer to iwi, we became aware of the role iwi had played in recent emergencies when considering matters related to Outcome 1 and Outcome 2 in the terms of reference. We also had a significant number of submissions that highlighted the capacity and capability of iwi to support those impacted by disasters.

Iwi response to disasters and emergencies, like that of others involved, is swift and driven by local needs. There is commonly early activation of marae, Māori wardens and other Māori whanau, hapū, and iwi networks to the fullest extent possible, in the context of the emergency.

Iwi’s first call is to support whanau/hapū.

Iwi are also a huge source of social capital with significant resources to activate in response: such as welfare – shelter and food, communication networks and access to key supplies.

However, iwi participation in emergency management is not included in current legislation and the relationship is not always well managed at Group or national level.

What we found

The settlement of historic claims under the Treaty of Waitangi has resulted in significant growth of iwi business, social development and general organisational strengthening across New Zealand.

Some councils and their staff have not kept up to date with developments in this area and are not engaging with local Rūnanga appropriately – this is especially noticeable in iwi being ‘consulted’ far too late in planning stages.

Marae are commonly well resourced to assist in emergencies. The philosophy of manaakitanga and looking after the visitors first prevails, and the focus is the whole community. This capability is reflected in National CDEM Plan clause 73(5)(g)(i). In some recent events (14 November earthquake and flooding in Whanganui) local iwi initiated resources and communication networks, but there was no formalised structure for their involvement.

We received many submissions from iwi and others regarding iwi who responded rapidly to community needs but were excluded from operations discussions or included so late that they felt insulted. Iwi expect to be involved because they know the locality and people in it.

In some recent emergencies iwi were not consulted during the local planning or response phases even though 80% of the affected population identified as Māori. Funding for reimbursement of costs incurred by Marae and/or other iwi resources was either not clear, or was regarded by iwi as bureaucratic and complex.

One exception was the relationship being developed in Whanganui where iwi participated from the outset in April 2017 for the first time. There may be others.
Chapter Four – Role of Iwi

Evaluation

Iwi alone carry the mandate to determine the nature and extent of the role they may wish to play in emergency management. We support and encourage a nationally led approach to develop and enhance the relationship between CDEM agencies (nationally and locally) and iwi. We also encourage a nationally led initiative to support the development of locally led protocols for iwi participation in emergency management. It is important that all Groups and responders work appropriately with iwi.

While Te Puni Kōkiri (TPK) has a role in the region and can assist with engaging iwi organisations, this does not mean that TPK is able to represent the regional iwi. There is greater value in agencies with a role in response working to develop relationships with key iwi organisations in advance, as an integral part of emergency management planning and preparation. Iwi representatives commented that they wished to be viewed as a partner of value, engaged with at the outset, rather than just another entity to consult with when plans were developed.

Evidence from submissions and our meetings with iwi created a compelling case for iwi to be represented at all levels of the Group structure. However iwi were quick to point out that there are varying levels of capacity to engage. Participation needs to start with a conversation. In many regions there are a number of iwi in a region. In most cases iwi have good relations and regularly work together to ensure they are able to resource participation.

The recent engagement model developed to enable participation under the Resource Management Act was identified by iwi as one that Groups could look to. This is an approach that could also work for enabling iwi to determine how they wish to participate in emergency response and across the 4R’s.

<table>
<thead>
<tr>
<th>Mana Whakahono-a-Rohe</th>
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<tr>
<td>There is a participation model that has been written into the Resource Management Act (RMA) legislation that may provide a model for engagement on emergency management. Mana Whakahono-a-Rohe are mechanisms for iwi participation in local government decisions. They are written agreements between local government and iwi authorities to record how iwi authorities will participate in the preparation, change or review of a policy statement or plan.</td>
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<tr>
<td>These agreements are not limited to one iwi authority and one council, there can be more than one party to each side of the agreement. The RMA provides several guiding principles for the participating authorities that wish to initiate a Mana Whakahono-a-Rohe.</td>
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Recommendations

We recommend that you:

1.0 Recognise the capability that iwi bring to emergency management.

2.0 Legislate to enable iwi to participate in planning for and responding to a natural disaster or other emergency, and to bring more clarity to their role:
   2.1: Appropriate iwi representatives to be part of the Groups’ Coordinating Executive Group (CEG).
   2.2: Appropriate iwi representatives to be included on the Group Joint Committee.

3.0 Look to the recent Mana Whakahono-a-Rohe amendments to the RMA as a model for a future CDEM Act amendment. Both the Local Government Act and recent amendments to the RMA provide examples of legislative changes sought.

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3 Toi Moana – Bay of Plenty Regional Council submission

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Chapter Five: Capability and capacity

Introduction

People and organisations involved in emergencies need to have the appropriate experience and competence to manage public safety effectively and efficiently. Capability relates to the degree of competency and skills, knowledge and attributes. Capacity refers to the quantity of a resource – in this case having the appropriate number of capable people. Both are important.

Under the CDEM Act, Groups are required to ensure suitably ‘trained and competent’ personnel are available for effective emergency management in their area (section 17). The Group Controller is also required to be suitably qualified and experienced (section 26).

CDEM capability is currently assessed in a number of ways.

- Through reviews of emergency responses and exercises.
- The national capability assessment of individual Groups by MCDEM (2012 and 2015 carried out to date).
- Three-yearly progress reports to Cabinet on the National CDEM Strategy.
- Five-yearly reviews of the National CDEM Plan.
- MCDEM is subject to a number of government auditing and monitoring processes.

What we found

There is no clear definition of what ‘trained’ means when referring to the capability of Controllers or other roles in the CDEM framework. The term is used often but may mean a range of things – complete or incomplete, up-to-date or undertaken many years ago.

Group and council capability and ‘fly-in’ resource

The national capability assessment reports demonstrated that, after 13 years, Group capability was not up to the mark in the majority of Groups – only half of the 16 Groups achieved the MCDEM target for performance across the 4Rs in 2015. Existing approaches to ‘encouraging’ appropriate Group capability are not succeeding.

Small councils have little capacity on their own for anything but minor and common events (localised fire, floods for example). The evidence demonstrates that most will rely on regional/Group resources. The major metropolitan councils are better able to cope, but even there, there is a significant range of capability. And as the Canterbury earthquake sequence showed, all councils will require significant assistance once an emergency reaches a certain size or lasts longer than 3-5 days. In most emergencies the ability of Groups to cover the Controller(s), PIM and other key roles will quickly reach capacity. Local responders may also be personally affected by the emergency, and as a result, find it hard to carry out their responsibilities.

Accessing capacity from other Groups generally relies on the relationships established prior the event by emergency managers. Even then, accessing resources can be very slow in a rapidly evolving situation.

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6 CDEM National Capability Assessment Report December 2015

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Recent practice has been to fly in staff from local and central government to support local response (for instance, Kaikoura, Hurunui, and Marlborough following the Kaikoura earthquake and tsunami; Havelock North for the drinking-water emergency; Whakatane after cyclones Cook and Debbie). These staff have not, however, been ready to go on an hour’s notice, so deployment has taken a day or two.

The Review of the CDEM Response to the 22 February Christchurch Earthquake recommended developing a ‘cadre’ of response professionals who could be deployed as required. Our findings indicate that this ‘fly-in team’ is a much needed resource that would provide assurance - to the public and to the government. Many of the submissions we received supported the concept.

Controllers

The Controller has significant statutory powers and protection from liabilities. However there is no accreditation or certification required for Controllers. A recent survey of Controllers found that less than a third of Controllers had any training before they took up a Controller role. The appointment process for Controllers is ad hoc and there are some people in this role who do not have the skills and knowledge needed for the role.

There are currently around 230 Controllers and 31 of these are permanent full-time Group staff. Approximately half of all those who identify as Controllers are trained. There is no formal process for ensuring that all Controllers maintain and update their skills.

There are two courses for Controllers. One funded and endorsed through MCDEM and delivered in partnership by Massey University and Auckland University of Technology (AUT). The other was recently established at Auckland University. Auckland Council Controllers attend the Auckland course.

Of the 78 participants from the 2014 and 2015 cohorts at Massey University, 42 have completed the course (54%). There is a small expected dropout rate. Of the more than 150 people who have enrolled in this course 51 have completed the third phase – some, of course, have not yet had sufficient time to complete this section. The course was due to come up for re-tender in June 2017, but was delayed for a year because of this review.

Example of relevant capability development: Maritime NZ’s On-Scene Commanders

The Maritime On-Scene Commander training was identified as a good example of training for response by a number of people interviewed in the course of this review. National On-Scene Commanders are appointed by the Director of Maritime New Zealand and the Regional On-Scene Commanders are appointed by the Regional Councils. Regional Commanders train at the Marine Pollution Response Service (MPRS) assessment centre based at Te Atatu South in Auckland.

People who undertake this role will have demonstrated competency in their background, and personal qualities. They may have completed other well regarded and relevant training and would have been involved in actual Maritime events or exercises. They will have a management or leadership background.

Once training of National On-Scene Commanders has been completed the potential commanders are approved by the Director of Maritime New Zealand, who has the power to veto anyone he or she does not think is suitable for the role.

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7 MCDEM Controller Development Survey Results Feb 2017
8 MCDEM Controller Development Survey Results Feb 2017
Coordinated Incident Management System (CIMS) training

There is no complete training package to ensure competence in all of the CIMS functions. There are some NZQA unit standards for emergency management accessed through training institutions in various locations nationally but most of the unit standards are now out-of-date or expired. MCDEM is in the process of developing CIMS functions courses (there is a bridging unit to link the Unit Standards pathway into the CIMS function courses under development). Some courses are already available for Groups to access online but there is no ongoing ‘train the trainers’ programme. Submissions indicated that some Groups have difficulty finding appropriate trainers. MCDEM does not deliver training except to its own staff.

Emergency agencies

New Zealand’s police, fire, and defence force all have significant training regimes in place. Some aspects of training that take place within these organisations are relevant for those undertaking roles in emergencies. It is also important that Controllers and government departments with emergency management responsibilities have a full appreciation of the role that these entities play during response. At present, often only ad hoc linkages are made between response agencies for training purposes.

Volunteers

Volunteers are important in the CDEM system, but the arrangements for deploying volunteers are unclear. The Health and Safety at Work Act 2015 puts responsibilities on those who assign tasks to volunteers that are similar to workplace responsibilities for employees.

There are around 17 volunteer New Zealand Response Teams (NZRTs) in New Zealand. Most of these are attached to Groups, although not all Groups have identified a requirement to have one or more NZRT. There is a range of competency within and between these NZRTs. The national committee led by MCDEM and NZ Fire Service (now Fire and Emergency NZ) that once addressed the light rescue function (one of a number of functions NZRTs may perform) is no longer in place. Accessing the allocated $1 Million of ACE9 funding (intended to train volunteers) is bureaucratic and involves a Group linking their allocated funding places with one of four tertiary providers that TEC10 has nominated for the training.

Spontaneous volunteers including spontaneous groups such as the ‘student army’ and ‘Farmy Army’ have increased since the 2010/2011 Canterbury earthquake sequence. Connecting the formal response structures with spontaneous individuals and groups is documented in CIMS (2nd edition) and the Volunteer Coordination Director’s Guideline but has not been practically and consistently implemented. Some iwi welfare or other support groups have also identified themselves as volunteers. Where possible it is important that these spontaneous volunteer Groups, much respected and appreciated by impacted communities, are protected from personal risk by careful management and the assigning of appropriate tasks.

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9 Adult Community Education
10 Tertiary Education Commission

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Evaluation

Professionalism in emergency management is patchy. The basic choice is to either:

- **Professionalise emergency management:** this would mean far greater attention to capability development (including training) and professional development, accreditation and certification for key positions (such as Controllers and other CIMS functions) and clear career paths. This would put it on a par with other emergency services, commensurate with the responsibilities and capability required for the role. It would however imply a major shift to operating models.

  or

- **Continue with best-endeavours approach:** this would see emergency management continue to be primarily as a local government activity undertaken by local government officers alongside their other work.

In our view the case is compelling for professionalisation. This would need to be supported with appropriate appointment, standards, training (through a single national capability development system), with an associated, recognised certification process.

Training

Controllers have significant powers attached to their position. They must be able to command the respect of their counterparts in Police, Fire and Emergency NZ, Ambulance, and Defence. Training for Controllers must have sufficient rigor and accreditation and include personal competencies. People undertaking this role need to perform well in high stress situations. Controllers commonly have an important but different role prior to events that require a mix of valuable skills and personal attributes. The Director must have the right to veto Controller appointments that she/he does not consider appropriate. Having two Controllers courses with different training content and approach is a problem when the outcome sought is consistent performance from trained and competent Controllers.

There are some genuine obstacles to achieving and maintaining competence across the wider CIMS functions. Upskilling any workforce requires time and practice. Emergency response and recovery is no different. Councils, emergency services, lifeline utilities, public agencies, and other organisations will need to agree to prioritise training and accreditation over other work (including day-to-day work), to ensure that an appropriate number of staff have the right qualifications. The current duplication of training in CIMS is confusing.

We understand that there is work underway on a case for updating and strengthening NZQA unit standards for CIMS training. This work may contribute to supporting the professionalisation that we recommend.

Clearly, there would need to be a managed transition to a professional emergency management workforce. Work would be required on priorities, cost effective options, staging and recognition of the different starting positions. During this transition it will be important to retain and support current capacity – both paid and volunteer.

Fly-in Teams

We support the concept of a fly-in team made up of individuals who could perform the roles of Controllers, as well as taking care of planning, logistics, intelligence and communications. The capabilities required and operating model need to be further worked through. Members would need to be carefully selected and trained. Deployment could be either on request of the Group Controller, or on the discretion of the Director.
Chapter Five – Capability and Capacity

The fly-in team proposal has been considered over several years, but has not been implemented. The matter of funding is still unresolved: there is a cost involved in establishing and maintaining the team, as well as the deployment costs.

The fly-in teams would encourage an NZ Inc. approach. The recommendation recognises that there is strong capability within the emergency management and government sector in New Zealand. There are existing highly regarded deployment models. 51

Volunteers

Volunteers within the NZRTs should have training certificates relevant to a national standard, and a process for confirming or invalidating existing training certificates.

We consider that during an emergency response when deployed for the purposes of urban light rescue Fire and Emergency NZ should oversee those teams that are trained, equipped, and resourced to an agreed accredited level. This would not imply that those teams would fall under the umbrella of FENZ outside of response. A conversation between CEG chairs, FENZ and NEMA is needed to progress how future response team functions and relationships could work from an operational sense, including responsibilities of councils that choose to employ these teams directly.

In addition we understand that FENZ would encourage any members of these teams to consider joining their Volunteer Brigades (and meeting FENZ requirements for volunteers) if they wish to undertake a volunteer role in Fire and Emergency.

### Australia’s trained and accredited state volunteers

*The most important assets of the State and Territory Emergency Services are their volunteers.*

Western Australia has a robust system and network in place for training, developing and deploying volunteers. Some key aspects include a high level of standardised training, which is required to be maintained, and volunteers must be accredited. In turn they are issued with ID cards and uniforms. This system has resulted in a highly professional and experienced force – one which is greatly respected and valued by the community and other emergency services. They are considered to have a ‘key role in countering the effects of natural and man-made emergencies’.

Recommendations

We recommend that you:

1.0 Strengthen the professionalism of emergency management, with a particular focus on Controllers.

1.1. Require all Controllers (Group and National) to meet one mandatory national standard of technical and personal competency, prior to their being accredited as a CDEM Controller.

1.2. Confirm that only accredited Controllers are permitted to act as Controllers during any declared state of emergency.

1.3. Investigate the ability to leverage off Australian Emergency Management experience.

1.4. Require the Director to personally confirm that a Group Controller meets the expected standard prior to formal accreditation.

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51 The Ministry of Foreign Affairs (MFAT) deployment guidelines for emergencies in the Pacific provide an example that could be used to develop similar deployment guidelines for the Fly-in-Team. The MFAT deployment guidelines were referred to positively by senior staff in the emergency sector.
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1.5. Investigate a process by which the status of someone as an accredited Controller is reviewable.

1.6. Develop national training and professional competency for all the relevant CIMS functions.

2.0 Establish ‘Fly-in’ Teams

2.1. Have national teams of professional CDEM Controllers and other essential roles (such as CIMS functions, strategic communications, science) that can be immediately deployed (either on request of the Group Controller, or on the discretion of the Director)\(^2\).

2.1.1 Provide for professionals to be on the ‘Fly in’ roster from a variety of agencies.

2.1.2 Recognise that some or all of national support roles are likely to be required with any state of emergency that is more than minor.

2.1.3 Investigate where these priority roles can be sourced from {secondments are a possibility}.

3.0 Ensure a consistent high standard of volunteer competence

3.1 During an emergency response when deployed for the purposes of urban light rescue, shift oversight of trained and accredited NZRTs to FENZ as the agency with the most appropriate functional alignment with this volunteer capability.

3.2 NEMA to work with WorkSafe New Zealand to get clarity on its accountability when Groups engage volunteers (and other employees) in response.

3.3 For NZ Response Teams:

3.3.1 Agree that during an emergency response when deployed for the purposes of urban light rescue FENZ have control of the teams if they are trained, equipped and resourced to an agreed accredited level.

3.3.2 FENZ and NEMA to work with CEG chairs and NZRTs on how the teams can be recognised as being trained for responsibilities that they can appropriately assist with during emergencies.

3.4 Identify how New Zealand can incorporate best practice from Australia’s State and Territorial Emergency Services (SES) in recognising/training/accrediting volunteers, including assessment of volunteers’ existing qualifications.

3.5 Explore how best to protect volunteers from liability if they are ‘in the system’ i.e. NZRT, USAR.

\(^2\) Response will range from mentoring and support to full control depending on circumstances.
Chapter Six: Authority for Command, Control, and Coordination

Introduction

This chapter examines the structure in place for command, control and coordination in an emergency. We considered whether current legislative frameworks, including roles and decision-making powers, and related practices were fit for purpose, well managed, and efficient.

Having clear lines of authority, both across agencies and within structures is critical to having a well-managed and efficient response.

Command, control, and coordination have specific meanings in this context (also refer Appendix 2). There is an assumption that all roles are undertaken by competent persons – and this is covered in Chapter Five.

- **Command** (authority within an agency) is executed vertically, and includes the internal ownership, administrative responsibility, and detailed supervision of an agency’s personnel, tasks, and resources. Command cannot normally be exercised outside an agency.

- **Control** (authority across agencies) is executed horizontally, and is the authority to direct tasks to another agency, and to coordinate that agency’s actions so they are integrated with the wider response. Control authority is established in legislation or in an emergency plan. This is control to task a certain agency towards a certain outcome (achieve a managed evacuation for example). It is not control over the actual resource – personnel and vehicles.

- **Cooperation**: bringing together agencies and resources to ensure unified, consistent, and effective response. Command and control assist with coordination by defining authority between and within agencies.

What we found

In many instances, protocols, relationships, and local knowledge about expertise assisted a good response. But we also found examples of confusion and frustration when formal authority was lacking and expectations of who would do what were not met.

Command authority

Command authority within supporting agencies (for example, emergency services, NZDF) are well established. We do not discuss them further here.

During declared states of local emergency the command structures within the CDEM system (between the national and local level, and within the local level) are limited and sometimes unclear. This is complicated by the wide range of Group structures.

The Director CDEM has no ability to direct the actions of a Group Controller unless a state of national emergency is declared. No Director, that we are aware of, has utilised their power to act on default of a Group or person\(^{13}\) - for example, in the event of failure to appoint a ‘suitably qualified and experienced’ person as Group Controller (required under section 26 of the Act).

\(^{13}\) A power under section 75 of the CDEM Act to undertake an action where the Group has been negligent.

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We found mixed understanding of the command powers of the Director. Some have assumed that whenever the NCMC was activated, by default the position of National Controller and/or the Director had increased authority. This is not the case. However, there are scenarios where it may be beneficial for the Director to have the ability to intervene – in particular, to ensure national interests are considered in local decision making, or to ensure that weight is given to national-level knowledge and intelligence.

**Scenarios where local decision-making may not take account of national interest**

- The Director CDEM, due to their access to intelligence from within the ‘centre’ is able to make an urgent decision when a delay might adversely affect a community (for example, deployment or evacuation).
- A matter has been escalated to the national level, for example due to complexity, multi-agency interest or media attention.
- Management of scarce national resources, when there are competing local needs (i.e. multiple states of local emergency).
- There is a matter of specific national interest that needs consideration during a primarily locally managed event (for example infrastructure of national interest).

Within the Group structure, command authority can also be unclear. Currently when a state of emergency is declared, the appointed Local Controllers have the same power as Group Controllers. It is not a delegated authority (although Local Controllers are subject to direction from the Group Controller during a state of emergency). As a result there are at times both Local and Group Controllers making decisions over the same matters. This can be confusing, inconsistent, and hamper effective responses.

We also found that the authority of a Group Controller during an emergency was not always well understood or respected. Within councils, Controllers may face a conflict of interest with senior council managers, Chief Executives or elected officials expecting to direct operations or decisions during a response.

**Control authority**

The Director/National Controller appears to have wide control authority in a state of national emergency under the CDEM Act. However, when there has been no such national declaration, and local government and emergency services are managing an event, the Director’s powers are constrained. The Minister retains backstop powers of control. This has not been used to date.

Under the CDEM Act, Group Controllers do not have full control authority even when operating under states of emergency. This has been evident in some recent events, where Group Controllers have not had the clear authority to task other agencies. In many instances this has not been a problem. Activated emergency operation centres (EOCs) bring resources together (such as Police and Fire and Emergency NZ) and allows for coordination in response. However, in other instances, essential tasks were identified and it was not clear if anyone had either responsibility to do the task or the ability to task an agency. And we heard of examples where responsible agencies simply didn’t turn up to the EOC even though an emergency had been declared. This has led to a perception that responding agencies can pick and choose what they do, despite agreement to tasking for these roles in planning documents. For example, tasking for a range of likely activities (such as logistics, and movement control) are described in the National Plan Order 2015. However, there is no certainty that the Plan will be followed, and there is no penalty for non-compliance during a state of local emergency. A
recurring example of unclear tasking was the management of cordons – the task of overseeing who accesses closed roads or areas and related safety issues.

Lead Agency

The term ‘lead agency’ is used in a range of documents, including the National CDEM Plan Order 2015, the National Security Handbook, CIMS 2nd Edition, and the Group Plans. The term’s meaning changes with context and by document. It can mean variously:

- the agency with responsibility for managing a hazard across the 4Rs (including managing the response to an incident)
- the agency with the primary mandate to manage an emergency arising from that hazard
- the lead as directed by the Controller, or
- the functional lead for managing particular consequences (e.g. welfare, rescue, financial support).

Some documents emphasise continuity – providing horizon scanning and risk mitigation for a named hazard. Others emphasise the lead will change – across the 4Rs and/or over time (for example as an incident becomes an emergency).

The control authority and powers that lead agencies have in their own legislation varies markedly. In some instances, the lead agency specified (in respect of various hazards) changes between the documents. For some hazards it is not clear that the most appropriate agency has been specified as the lead agency. For other hazards, there is no lead agency specified.

Unsurprisingly, this has led to a range of interpretations. The responsibilities and authority of a lead agency is unclear. This situation is confusing, occasionally contradictory, and in an emergency it is potentially risky.

Coordination

We found that use of CIMS is recommended, but not mandatory. It is not universally used. That raises coordination issues in response.

A key coordination forum is the CEG. Membership varies by Group. There are some statutorily required positions. However, important parties (such as ambulance services, and iwi) are often not part of the coordination structure.

We heard many submissions from particular community groups concerned to ensure that response arrangements would be effective in meeting their needs. There were representations covering rural perspectives, animal welfare (including pets and animal rescue), provision for children and young people, recognising interests of blind and other people with disabilities, and isolated communities. The concerns tended to have most connection to the welfare function under CIMS, in particular concerning the need for good awareness about the diverse needs of the community in emergency response. This also requires good intelligence and situational awareness, effective public information, and clear command and control authority.
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Options and evaluation

The basic choices are around:

- **Status quo legislation** and rely primarily on coordination (between agencies, and across levels in the system) in states of emergency. This is on the basis that emergency response needs a great deal of judgement about priorities, specialism, flexibility and agility and that strict control is unlikely to allow for an effective response in practice.

  or

- **Strengthened legislative mandate** to ensure clearer command and control in emergency response. This is on the basis that clear control across agencies and command structures (particularly through the CDEM structures) is needed to ensure optimal use of resources and coordination of effort, and to avoid confusion that can impede effective response.

Overall, we consider that clearer command, control and coordination is required. The framework for this is already provided by the CDEM Act 2002. For some recommendations the strength of the mandate and the mechanism (for example whether primary legislation, regulation or guidance practice is appropriate) requires further work.

Command

We recommend a new power for the Director, providing for the national interest to be considered in responding to local emergencies. As this power would cut across local decision-making, we consider that it would need to have appropriate checks and balances. This would include, for example, clear parameters around its use. It would also need to be used transparently (for example, requiring reporting of its use to Parliament, or mandatory independent review of its use).

More generally, the enabling rather than directive nature of the Act creates a lot of variation in roles and responsibilities across Groups. Greater standardisation, including in operating practice and coordination structures, is needed to allow for interoperability between Groups. This includes, for example, the need to provide for the fly-in teams to operate effectively. As discussed in Chapters One and Two, the current Act allows for the Director to set standards. We recommend that these provisions be used to support appropriate minimum standards to allow greater coordination and interoperability across Groups.

We think that within the Group structure there should be a clear command authority below the Group Controller, with any ‘local’ or secondary Controllers to be under the clear command authority of the Group Controller in charge of an event (noting there will be roster changes). They should not have independent powers. We also think that Controllers who may be based within a territorial authority need to have responsibility to coordinate across the wider Group area, as well as a responsibility towards that territorial authority. This will be assisted by the recommendations in Chapter Two.

It must also be clear that during a declaration the authority of a Group Controller is understood and respected, including the relationship to the mayor, other members of the council, and the CE. The unequivocal authority of the Controller assumes that all Group Controllers are competent – appropriately trained and accredited (see Chapter Five).

Control authority and lead agencies

We recommend that when a state of emergency is declared under the CDEM Act, the Group Controller has clear control over the emergency response. This includes the ability to task other agencies. Further, we see a need for clearer and more binding default tasking, for example in National and Group
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Plans. These Plans can set out tasking and resources available to support response, along with appropriate limitations. Prior to an emergency the key emergency agencies need to agree where, and when, they perform particular tasks. There are some obvious matters for which responsibilities and parameters can be pre-arranged.

Example of tasking in a Group Plan ‘NZ Red Cross has agreed to manage spontaneous volunteers during the response phase as outlined in the Memorandum of Understanding between the Group and NZ Red Cross.’ (Nelson Tasman CDEM Group Plan 2012)

Our findings on lead agencies leads us to make two points:

First, we agree with the need to be clear about which agency has responsibility for advice and support on known hazards and risks, and for managing that hazard across the 4Rs (this may include managing the response to an incident caused by that hazard or advice on the change in risk). This is the intent in the National Security Handbook.

We recommend that the list of lead agencies is reviewed to ensure it is complete and appropriate, well-understood by those agencies and other parties involved, and given consistent expression in relevant plans. (Also refer to Chapter One for discussion on lead agency responsibilities for NEMA).

Second, we are of the view that there needs to be more clarity about which agency is in control during an emergency. If an incident has developed to the point where a state of emergency is declared under the CDEM legislation (in order to access resources or powers), then the CDEM (Group or National) Controller needs to have responsibility for overall management and control of the emergency response. This is irrespective of the hazard that caused the emergency. The ‘lead agency’ for the hazard will continue with responsibility to manage the specific incident (FENZ managing the fire, Police the criminal act) while the CDEM Controller will have control for the managing the consequences of emergency overall (for example, setting objectives and directing the overall response, identifying critical resources and prioritising effort).

Coordination

Although improvements can be made, CIMS is a valuable framework. We recommend that all those involved in managing emergencies commit to its use and collectively refining it so that it continues to be fit for purpose.\(^\text{14}\)

We recommend extending the membership of CEGs to include all key entities required to coordinate an effective response. This would include ambulance as an emergency service. It would also include iwi (see separate recommendation in Chapter Four) as appropriate for the Group area. We would also emphasise the role of the Regional Emergency Management Advisors (currently with MCDEM) in supporting coordinated advice at the CEG level, and suggest that they are recognised as full members.

\(^{14}\) We note that the Port Hills fires Operational Review came to the conclusion that FENZ should adopt AIIMS (the Australasian Inter-service Incident Management System) rather than the New Zealand endorsed CIMS, on the basis that that would allow for better interoperability between NZ and Australian fire services. FENZ is yet to make a decision on this recommendation. The TAG recognises the benefit of AIIMS for FENZ operating in an individual agency environment. But, the focus for the TAG is the multi-agency environment and coordination across New Zealand agencies. Hence collective use of CIMS, updated as necessary, was considered more appropriate.
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We also recommend reinforcing the expectation that representatives of agencies in the CEG will attend emergency operation centres (if at all practical) when they are activated, either in a declared CDEM state of emergency, or a developing event. Coordination needs liaison between agencies, and that requires participation. This includes services such as Police, FENZ, Ambulance, DHBs, and other parties such as iwi.

We do not make any specific recommendation in this report for representation of particular community interests on CEGs. We believe the increased professionalism (covered in Chapter Five) and stronger regional approach (Chapter Two) will help.

Recommendations

We recommend that you:

Command within the CDEM structure.

1.0 Enable the Director to direct Group Controller(s) during an emergency under the CDEM Act when there are matters of national interest

   1.1 Include appropriate checks and balances to this command authority.
      1.1.1 Setting out circumstances of national interest requiring intervention
      1.1.2 A requirement that any use of the authority is transparently reported.

2.0 Create generic authorisation of accredited Controller appointments

   2.1 Provide for qualified people to be brought in during events (fly-in teams – see Chapter Five) and be able to:
      2.1.1 Access the relevant CDEM Act powers of a Controller, and
      2.1.2 Enable them to act in the role of CDEM Controller anywhere in the country.

3.0 Require clear command authority at Group level.

   3.1 Require any ‘local’ or secondary Controllers to be under the clear command authority of the Group Controller in charge of an event (noting there will be roster changes). They do not have independent powers.

4.0 Confirm the authority of Group Controller

   4.1 Reinforce that there is no mandate for the Group Controller to be subject to direction by those that might have a different relationship to them outside a state of emergency.

Control across agencies during response

5.0 Require clear control authority for Group Controllers

   5.1 Ensure that when a state of emergency is declared under the CDEM Act the Group Controller has control over the emergency response. This includes being able to task other agencies.
   5.1.1 Develop and set out parameters of agency tasks – such as appropriate limits and preconditions – in the relevant Plans (National CDEM Plan Order for nationally managed hazards and Group CDEM Plans), and
   5.1.2 Develop effective mechanisms to bind and clarify responsibilities.
6.0 Assign default tasking to agencies
   6.1 Require that relevant agencies specifically consider likely emergency response tasks and assign responsibilities, including:
      6.1.1 The CIMS functions (for example, logistics, planning, intelligence) within operation centres.
      6.1.2 Commonly experienced short-term tasks of manning cordon, rapid assessment and air traffic control.
      6.1.3 Roles and responsibilities as part of the fly-in team discussed in Chapter Five.

7.0 Clarify and review lead agencies descriptions
   7.1 Review the list of lead agencies so that it covers agencies with the primary mandate for overseeing a particular hazard or risk across the 4R’s (including who manages the response to an incident) and ensure consistent expression through relevant documents.
   7.2 Change references to lead agency to clarify that, when a state of emergency is declared under the CDEM Act:
      7.2.1 A Controller (Group or National) has overall control to manage the emergency, and
      7.2.2 The agency managing the hazard continues to have responsibility for managing the specific incident.

Coordination

8.0 Require use of CIMS (2nd edition)
   8.1 NEMA to require all entities listed at the front of the CIMS 2nd Edition to commit to using it, and collectively updating it to add clarity and reflect NZ legislative roles and authority.

9.0 Extend membership to key entities required to coordinate an effective response
   9.1 Extend CEG membership to include ambulance as emergency services and also iwi (see separate recommendation in Chapter Four) as appropriate for the area.
   9.2 Emphasise the role of the Regional Emergency Management Advisors (currently with MCDEM) and recognise them as full members of the CEGs.

10.0 Representatives from agencies in the CEG to attend emergency operation centres
   10.1 Emphasise the importance of the liaison role when there is a declared CDEM state of emergency:
       10.1.1 For services such as Police, FENZ, Ambulance, iwi, DHBs, and
       10.1.2 Ensure they are represented at the activated operation centre following a catastrophic event (such as a large earthquake) or when it is activated to respond to a developing event (such as a weather event).
Chapter Seven: Intelligence

Introduction

In the immediate aftermath of a disaster a range of critical needs emerge: food, water, shelter, and the need to locate family. In order to act effectively and efficiently involved entities need accurate information.

After a major disaster, all that was known about that community may no longer be true. Incoming information needs to be verified in order for it to be reliably acted upon. For large scale events essential intelligence is required from a range of sources including disparate IT systems and platforms.

CDEM intelligence capabilities in emergency struggle with the sheer speed and volume of information during an emergency response. Systems for situational awareness/intelligence sharing and dissemination need to be better coordinated and more agile. A Common Operating Picture provides a detailed, accurate and comprehensive view (single source of truth) of the unfolding situation that includes management of the hazard and dealing with the consequences.

What we found

Technology is advancing rapidly but the struggle to synthesize vital intelligence from many sources into one common operating picture is a challenge for most jurisdictions at present. Most find that the latest developments in this field are not fully mainstreamed into emergency operations technology applications. The constant updating and refining of improvements is another source of challenge.

All of the key response agencies gather essential information - yet current systems do not link easily to enable a full situational report. In recent emergencies the Group Controller has experienced frustrations when requesting information from other agencies. Very little has been forthcoming – there was no automated feed of information into the system.

Common Operating Picture and separate systems

New Zealand’s intelligence infrastructure and hardware has not been sufficient to deliver an accurate and comprehensive common operating picture during recent large scale emergencies.

The agencies with situation awareness systems (fire, police, health, defence, for example) have invested considerable resources in their own online systems and it is likely that they will be reluctant to invest further resource in a shared system. None of these existing models would appear to be the multi-agency answer.

There is no current agreement between the core agencies on what information forms the common operating picture (e.g. lifelines information, where cordons are, isolated geographical areas, welfare needs) and how information from multiple sources can be drawn together to give a common picture.

There is some interest in the Victorian Emergency Management Common Operating Picture (EM-COP) which was originally developed by the USA’s emergency management agency (FEMA). However, the concept will need to be demonstrated and socialised with agencies.
National Crisis Management Centre (NCMC aka the Bunker)

The Bunker is outmoded and no longer fit-for-purpose. Its physical layout alone inhibits working together with appropriate technology to achieve a common operating picture. It is difficult for staff to connect to their work IT systems. The Bunker also lacks sufficient GIS capability and other critical analytical capability to evaluate strategic information.

Most of the key response agencies’ national coordination centres are significantly more technically advanced than the NCMC.

Unnecessarily restrictive security classifications prevent access to important situation information and decision making.

We understand that MCDEM has been tasked with scoping the feasibility of updating the Bunker so that it can continue to function moderately well in the short to medium term. This includes scoping the purpose and functionality required from the NCMC in the future. Work is also underway for an alternate NCMC in Auckland.

The Crisis Coordination Centre (CCC) is the Australian Government’s periscope into everything that is happening around the globe [and internally]. It is an all-hazards, 24/7 facility with representatives from a range of Australian Government departments, including the Bureau of Meteorology and Geoscience Australia. It provides the whole-of-government picture to decision makers during times of crisis, whether it is a natural disaster or a security incident. The CCC also coordinates physical Australian Government assistance during disasters and emergencies and manages the National Security Hotline—the single point of contact for the public to report suspicious activity.\(^\text{15}\)

**EMIS**

MCDEM and Groups use the Emergency Management Information system (EMIS) - a software tool – when managing civil defence emergencies. It is a workflow system, aimed at managing requests, tasks and resources, logging information, and the collation and filing of developed datasets such as action plans and situation reports. It is not an all-of-government system. EMIS does not create a common operating picture. EMIS is currently being upgraded to a new platform.

Submissions indicated that EMIS is often confused with IT systems that provide a common operating picture. Several references were made to EMIS as unfit for carrying out IT functions that it was never designed to perform. This lack of clarity on its role has resulted in EMIS being considered unfit for purpose – however other feedback, from those who use it regularly in response situations, consider it to be an effective programme for recording resource demand and supply in an emergency.

**24/7 monitoring, alerting, and warning of events**

The current system of monitoring, alerting and warning has developed in an ad hoc way, over time, to meet individual agencies legislative and operational responsibilities.

There are a number of 24/7 ‘awake’ centres across a range of agencies. New Zealand’s Rescue Coordination Centre (RCCNZ operated by Maritime NZ) is one. NZ Transport Agency has another. New Zealand Defence also has staff awake during the night.

Both MCDEM and GNS Science have a duty roster of people to perform key roles who will be woken if an event occurs during the night. The MCDEM Duty Team consults with GNS Science (for geological

related emergencies) and assesses information about the hazard risk, decides appropriate action (such as issuing warnings), issues the information via multiple channels and commences a response. By not having an awake duty team, delays with communication of warnings and establishing a response are inevitable.

There is some support for a centralised, staffed multi-agency, 24/7 operating centre in New Zealand, but the next stage requires a robust assessment of needs and costs to justify such an investment.

NZ’s tsunami alert is behind international best practice. Currently Geo-Net provides earthquake information to a panel of experts convened by GNS Science. These experts then consult and agree on the risk of a tsunami and provide a stream of advice to MCDEM who then decides whether or not to issue a public warning. This process is shortened for local source tsunamis. In other countries (such as Japan, Sri Lanka and Singapore) tsunami forecasts are handled by integrating three different levels of information technology: trans-ocean modelling, coastal sea modelling and coastal flood modelling. At present in New Zealand these three system tiers operate virtually independently. This is unsatisfactory when emergency coordination is vital.

This situation may not be such a significant issue for slowly developing emergencies such as floods, cyclones and tsunamis that result from a distant earthquake such as in Chile. However it is a source of concern for tsunamis that result from seismic activity in the region near our shores, for example the Kermadec trench. In this scenario urgent response will be required from many Groups in order to avoid large scale loss of life.

Tsunami risk is a very real threat to safety of life in New Zealand. New Zealand has experienced about 10 tsunamis of five metres or more since 1840. Recent tsunami research has presented a mixed picture. Parts of our coast are exposed to greater tsunami hazard than previously thought, while the hazard in other coastal regions is the same or less. Focusing on those that take less than three hours to reach here suggests that one may occur in New Zealand about every 40 to 50 years on average. So it is likely that at least one will occur in the lifetime of most New Zealanders.25 The 2004 Boxing Day tsunami in the Indian Ocean reached heights of nine metres. A five metre tsunami would cause significant damage to a coastal community.

Science

The November 14 earthquakes revealed a number of pressure points for GNS Science post a significant natural disaster. There was a tendency for ministers and the media to seek information direct from GNS Science on seismic risk, rather than through established CDEM communication channels such as PIM.

Evaluation

The intelligence function needs the capacity and tools to do more than just receive, store and show data. It needs to be able to generate useful robust, accurate and verified information to guide response and recovery decisions.

The Bunker is falling behind best practice. Yet when an all-of-government response is called for, following the activation of the national security system, it is expected that this will be led out of the

25 GeoNet report cited on MCDEM website
Civil Defence and Emergency Management Group Committee
28 February 2018

Chapter Seven – Intelligence

NCMC. As a result of these shortcomings, we think it unlikely that any other lead agency would run an event from the Bunker. It needs further investment to continue functioning effectively.

We note that any solution towards enhancing the Bunker and/or a common operating picture will involve significant investment. Further, the creation of a common information management system – or a common operating picture – would likely require a Cabinet decision. There is obvious benefit in a common operating model for New Zealand being adopted. Some would also say an urgent need.

While DPMC as a central agency has indicated strong support for the creation of a common operating picture, we note the challenges set out above. We recommend giving priority to the work needed.

We think there is benefit in looking to use and integrate existing 24/7 capabilities to provide intelligence and assessment of developing or shock emergencies (with an all hazards and risks perspective). That may mean aligning processes and procedures across agencies to reduce duplication and improve coordination, drawing on the respective strengths and core business of those organisations. We also suggest investigating the benefit of using the new national emergency management facility as part of the 24/7 operation.

The Crown Research Institutes (CRIs) have a range of valuable capabilities (including resilient infrastructure and telecom capacity) with an interest in contributing more. We note that there are cost implications. We regard accessing science expertise as an essential element of effective response and recommend including science as appropriate into the ‘fly-in’ team.

United Kingdom embeds science advice into emergency response

The Scientific Advisory Group for Emergencies (SAGE) ensures that timely and coordinated scientific advice is available to inform disaster response decision making. SAGE includes experts from within government and leading specialists from the fields of academia and industry. The Group is chaired by the Government’s Chief Scientific Adviser or a departmental Chief Scientific Adviser.

SAGE has developed methods for getting science advice to both national and regional levels of response. Sometimes this is an incident presence and on other occasions advice is accessed remotely.

The rationale for this emphasis on science advice is that effective emergency management and informed decision-making relies on leaders having access to the best available advice in a timely fashion. The guidance focuses on the coordination of scientific and technical advice to inform strategic UK cross-government decision making during the emergency response and recovery phases.

Recommendations

We recommend that Ministers:

1.0 Establish a new national emergency management facility (replacing the Bunker) with a fit-for-future physical layout and technological functionality

1.1 Enable a national emergency to be controlled and managed from the new facility.

1.2 Provide for all current CIMS functions, along with a common operating picture and strategic communications.

1.3 For national resilience, provide for two facilities and/or easy transfer of base operations.

1.4 Maintain effective technological links with other operating centres (Groups, Police, FENZ, Defence, Ministry of Health, and Transport for example).

1.5 Systems to be adaptable so that all central government organisations can effectively operate out of the central facility if required.
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2.0 Invest in the technology to ensure a fit-for-purpose Common Operating Picture
   2.1 Investigate technology needed for a Common Operating Picture based on international best practice models as a strong contender for New Zealand’s common operating model.
   2.2 Expect all entities with emergency operations functions to collectively solve the challenge of cross agency systems to share intelligence, and situational assessment.

3.0 Establish an integrated 24/7 operation for the monitoring, alerting and warning of emergencies
   3.1 Investigate the benefit of using the new national emergency management facility (see rec 1.0 above) as part of the 24/7 operation.
   3.2 Utilise and integrate with existing 24/7 capabilities to provide intelligence and assessment of developing or shock emergencies (with an all hazards and risks approach).
   3.3 Increase the speed by which alerts are provided and distributed, particularly in regard to simplifying or shortening current practice and providing timely and geographically accurate tsunami warnings.

4.0 Recognise the importance of science intelligence as part of situational awareness:
   4.1 Develop an expert group based on the UK SAGE model.
   4.2 Enable relevant science capability to be embedded as part of the fly-in team.
Chapter Eight: Information and Communication

Introduction

Maintaining public trust and confidence through effective communications is important. The time taken to access up-to-date information on the current emergency, and the way that information is gathered and disseminated were two issues at the forefront of the Minister’s concerns at the outset of this review.

In New Zealand there is a principle that in an emergency people should prepare to look after themselves in their own home as long as they are able to. Public information helps people both prepare and know what to do in an emergency. And the public also needs up-to-date information during emergencies.

The Chapter covers the communication of emergencies, to the communities affected, the wider public and also to the spokespersons who the public look to for assurance and information.

The media environment has changed in the past five years. Twitter, Facebook and other forms of social media have become primary sources of information for the public. People are increasingly turning to these sources of information in an emergency. Traditional media sources have been impacted by this societal change and those that remain constantly need to find a fresh news angle in order to survive.

Preparing and sharing information about the response directly to the affected public (via social media and other channels) is the primary function of the information desk. Community liaison, media enquiries, information and warnings, and supporting response spokespeople are also part of the role description. At the Group level, the PIM role is commonly carried out by people from local authorities who have been assigned this function. They may have a communications role in their local council and they may have received some relevant training.

What we found

Recent events highlight a significant gap between what communications professionals are expected to deliver during an emergency or event, and the resources and capacity that is currently available through the PIM function. There are commonly too many points of liaison for a small communications team to handle effectively and efficiently. When a response involves multiple agencies there is inevitable complexity that requires an equivalent escalation in communications coverage.

Having a stream of information that has been officially been cleared and signed-off (commonly referred to as official information) cannot consistently meet the pace of media dialogue and social media activity. It is important to be clear where official comment will come from.

Public information and preparedness

We heard from Groups about the importance of public information before the event to build community resilience and support emergency preparedness. Having well prepared communities and households, with a good understanding of what to do in an emergency, was seen to help the effectiveness of the response.
Spokesperson
During recent emergencies it was clearly challenging to maintain public trust and confidence when social media was so rapid, random, and very difficult to control. A dimension of this is that suddenly a ‘media star’ will become the go-to person for the media. This person may not be the official spokesperson, nor have accurate information on which they base their comment and advice.

We are of the strong view that those who respond to media questions must be well briefed and supported by people who have considerable experience in this field. It is difficult for a Controller to coordinate an emergency response and also manage the media interface.

In the past where a Controller has tried to do both, it hasn’t worked (for example initially in Christchurch in 2011). Although Mayors are commonly designated or self-appointed spokespersons, the minister, Director CDEM, local MPs, Group Controllers, emergency services, NGOs may all be asked for comment by many media outlets (including international). Keeping track across the multiple layers and access points for media commentary can be challenging. Any spokesperson needs advice on all the different media channels and what other people are saying to the media.

Mayors have an elected community leadership role and are commonly sought for comment during local emergencies. However the range of often detailed information that media may have questions about, due to their sweeping of social media, is vast. The spokesperson increasingly needs to recognise and value the support of a skilled media strategist as well as technical information from the Controller.

Strategic communications
More pressure has been put on politicians and senior officials to be ready to defend and ‘front-foot’ the unfolding disaster. Managing the full onslaught of media attention across all channels has become a more complex task. We have found increasing recognition of, and respect for, strategic communications expertise to support spokes people.

Strategic communications support to Ministers to date has been ad hoc. It has involved casting around to see who is available among the core of recognised communications experts (known at central government level). Seven years of significant emergencies has demonstrated that the strategic communications role, when in place, has provided much needed advice to the Mayor (usually the spokesperson) the Minister and the Director. The role has been most effective when strategic communications support has been available both in central government, Wellington, and on the ground at the site of the emergency.

Public Information Management
We asked Controllers and local authorities, who had managed recent events, how the PIM role had worked. People in the PIM role are generally assigned by the collective Group or a territorial local authority. While there are some very capable people in the role in some areas, in some emergencies the people assigned to the PIM function may never have done this task before. PIM is further discussed in the capability chapter. Having an inexperienced person in the role has caused delays and frustrations in some recent responses.

Working with the media
In an emergency, the public will turn to channels they know and trust. We found that Radio continues to play a fundamental role in the early stages of recent emergencies. However for some in the community their preferred source of information is increasingly social media – a fact that needs to be
recognised in a communications strategy. Failure to do so will leave a void that others (for better or worse) will fill.

Some important media streams may have been forgotten (e.g. iwi radio). Access to information for Māori would be improved through better utilisation of Māori media including iwi radio, and social media networks of iwi, and of iwi and Māori providers.

Use of technology in communications

Some progress has been made in the use of new technologies to support alerts and warnings. MCDEM has been working on a cell broadcasting alert system that is due to ‘go live’ by the end of 2017. The alert system is a ‘push’ system. It enables messages to be sent to all cell phones in a geographical area. The cell broadcasting system will be used by Police, FENZ, MPI, Ministry of Health, MCDEM and Groups and the system will require ongoing resourcing and a dedicated 24/7 monitoring and warning centre to maximise its potential.

There is little commonality between IT systems of the various councils and, across government, organisations are slow to change practices that have not worked over repeated responses. The different communication needs at local, regional and national levels are not widely understood across the sector.

Evaluation

There are clearly good developments occurring in technology but also some need for improvement. The importance of well-resourced social media capacity for gathering intelligence and managing a response is high and growing. Social media advances have demonstrated the need to be pro-active and ensure public trust and confidence is maintained and people have the right information to assist them with their personal actions during an emergency. Active monitoring of social media can add to the intelligence to support the common operating picture (refer Chapter Seven).

PIM role

The PIM function needs to ensure timely, consistent, and proactive use of the range of appropriate channels (e.g. social media, online, radio, print, TV).

In particular, this needs to include capability for managing and utilising social media. There are a number of people with a high level of PIM training around New Zealand and their expertise should be recognised. We include their presence in the recommended ‘fly-in’ team discussed in Chapter Six.

Spokesperson

It is important to provide a good communicator as spokesperson. Logically we would expect this role to be filled by whoever the impacted community elected to lead them. This fits with our recommendation on the role of the mayor as primary person to declare a state of emergency (see chapter 3). In a modern media context the spokesperson needs the support of a senior and experienced communications practitioner who can brief and counsel them.

Strategic communications

When deployed in recent large emergencies, the strategic communications specialist has complemented the PIM function. The strategic communications person will also advise when a range of other spokespeople are needed to complement the elected role. This may include scientists with expertise relevant to the specific type of hazard.
Chapter Eight – Information and Communication

We consider that strategic communications support should be deployed immediately for all sudden onset emergencies such as earthquakes, and other disasters depending on scale. This role would complement the local PIM function. CIMS should recognise strategic communications expertise as an essential element of effective response.

The strategic communications capability already exists across government and within some private companies. The central government ‘Head of Communications Group’ is a natural location to support a database of people with capability and experience and the means of rapid deployment.

Recommendations

We recommend that you:

1.0 Confirm local Mayor as primary spokesperson
   1.1 Provide the mayor with supported strategic communications advice
   1.2 Require Group plans to identify arrangements for a regional spokesperson when managing an event that crosses territorial boundaries.

2.0 Recognise Strategic Communications as an essential element of effective response
   2.1 Deploy strategic communications support immediately for all sudden onset emergencies such as earthquakes, and other disasters depending on scale.
   2.2 Provide communications advice and support for the Minister(s), local MPs, Mayors and Chief Executives/Director.
   2.3 Liaise with their counterparts in other agencies (such as Police, Fire, MFAT, and NZDF) to shape a comprehensive situation report for national and international media.
   2.4 Work from both the NCMC and ‘on the ground’, to cover strategic communications needs.

3.0 Include and deploy trained and experienced PIMs and Strategic Comms in ‘Fly In Team’
   3.1 Allocate the task of maintaining the database of people with strategic communications, and other specialist communications capability, for deployment as part of the fly-in-team.
   3.2 Resource capability for social media monitoring and use.

4.0 Ensure timely, consistent, and proactive use of the range of appropriate media channels both for communication, and for gathering intelligence.
Appendix 1: Terms of Reference

Purpose

This review will provide advice to the Minister of Civil Defence on the most appropriate operational and legislative mechanisms to support effective responses to natural disasters and other emergencies in New Zealand.

The purpose is to ensure that New Zealand’s emergency response framework is world leading, and well placed to meet future challenges. In light of recent events it is appropriate to see how we can further enhance and strengthen the current system.

Context

A series of recent hazard events and emergencies in New Zealand have resulted in wide spread reflection on whether the current operational and legislative settings for responding to natural disasters and other emergencies are fit for purpose.

Responsibility for the management of these events lay with three different agencies17. The civil defence emergency management sector was however involved in all three responses as either lead or support agency. In all three cases the effectiveness of the civil defence emergency management sector was called into question resulting in a loss of stakeholder, public and Ministerial confidence in the response system.

The National Security System, of which civil defence emergency management is a part, has a range of lead agencies that operate under different legislative mandates, depending on the hazard type. The complexity of the system is well understood by those agencies that operate within its framework, but are not widely publicised or understood by the public18.

Many lessons from the Canterbury earthquakes of 2010 and 2011 and other events have been successfully embedded into the operation of the current civil defence emergency management system. However there has been no significant review of the organisational structures, roles and decision-making powers, within which responses are orchestrated. It is timely to take a wide look at how the sum of those parts work together. In particular, to consider whether any changes to settings could optimise the civil defence emergency management system’s performance in the response phase.

17 August 2016 Hawkes Bay gastroenteritis outbreak (lead agency Health); 2 September 2016 East Cape earthquake and tsunami (lead agency Civil Defence Emergency Management); 14 November 2016 Kaikoura earthquake and tsunami (lead agency Civil Defence Emergency Management); and 13 February 2017 Port Hills fire (lead agency Selwyn Rural Fire Authority).

18 November 2016, Controller and Auditor General report Governance of the National Security System.
Project Definition

The problem

The purpose of the review is to ensure that New Zealand’s emergency response framework is world leading, fit-for-purpose, and well placed to meet future challenges.

The current organisational structures, roles and decision-making powers in the civil defence emergency management response system need to align with the expectations for system performance.

Recent events tested New Zealand’s response framework, and its effectiveness in supporting decision making, information sharing and operational capability. In particular it has been noted that:

- The underlying principle of “act locally, coordinate regionally, support nationally” may not be suitable in all circumstances.
- Decisions are not necessarily made by adequately skilled and experienced people, mandated at the appropriate level of government, and supported by the best information possible in the circumstances.
- Volunteers may not be adequately supported by a professional emergency management force.
- Information is not always readily available to decision makers on the scale, complexity and evolving nature of the emergency, to determine the capacity and capabilities required for the response effort.
- There is a need for timely, consistent and accurate communication to the public.
- Response capabilities are not necessarily deployed as promptly and seamlessly as possible, taking advantage of economies of scale and the experience of senior responders.

In summary, the operational and legislative settings within the system may not be performing optimally to meet current and future needs, and the role that New Zealanders need it to play.

Scope

The work will examine:

- The current devolved decision-making model from central to local government, and framework of lead and support agencies to manage response to emergencies arising from specific hazards.
- Decision making and chain of command, including:
  - who has the power to declare a State of Emergency, and
  - whether there is a need for an interim mechanism to manage a localised event with significant consequences or that could evolve into a state of local emergency or a state of national emergency.
- Response capability and capacity
- Whether legislative changes are required to the Civil Defence Emergency Management Act 2002 (and other legislation related to emergency response).
Outcome 1: The emergency response system is fit for purpose and aligns with stakeholder expectations, taking account of the need to prioritise preventing death, injury, and property damage, and the fast-moving nature and uncertainty of emergencies.

Outcome 2: New Zealand has the appropriate response capability and capacity for civil defence emergency management responses.

- The system capacity supports the availability of appropriately skilled and responsive resourcing, regardless of the location and scale of the emergency.
- Appropriate protocols exist to enable supporting agencies to swing promptly into action.
- Agencies with specialist capabilities (such as logistics, aerial surveillance and interpretation) are knitted into the fabric of a response.
- Business continuity across the whole of government supports an effective response and prompt recovery.

Outcome 3: Clearer definition of who determines the need for and declares a state of emergency and at what point the Director Civil Defence Emergency Management can step in to declare a state of emergency.

- A single lead role across any geographical area affected by natural disaster
- The purpose and consequences of declarations of states of emergency are clear
- Appropriate interventions and escalations are available.

Outcome 4: The chain of command and control, coordination, and decision making during an emergency is effective and appropriate.

- There is a clear operating model and chain of command and control and coordination during response, including the recognition of lead and support agencies.
- The system enables decisions to be made quickly, by appropriately skilled and experienced people, mandated at the right level, within the most appropriate agency and incorporating the best available information.
- All participants in the system understand the operating picture and their respective roles and responsibilities, including how these might change over the course of the response or as the event unfolds.

Outcome 5: Information flows into, across, and out of the emergency response system effectively, allowing timely and accurate communication to Ministers; agencies; officials; stakeholders with particular interests; and to the public during emergencies.

- Recognition of the modern news cycle – immediacy of social media and power of factual decisive information delivered as speedily as possible
- Stakeholder needs are understood (what information is required; where and how to gather the information, providing it at the right time and in the right format).
Appendices

- Official information maintains pace with media dialogue and social media activity.

The work will not examine the current legislative framework for hazard risk assessment and management set out in other legislation, for example the Resource Management Act 1991, but may make reference to any further work or consideration that may be necessary to better fit other Acts to enable resilience and preparedness.

Consultation and Engagement

The chair of the Technical Advisory Group is expected to agree with the Minister of Civil Defence the overall process, including matters of consultation and engagement. There is significant benefit in direct engagement with key stakeholders, as their contribution will add value to the Technical Advisory Group's advice. This should include providing for engagement with local government, emergency services, relevant government departments, and when and Māori. The means of consultation and engagement will need to reflect the time available and it is recognised that engagement will commonly be through the chair and the secretariat.

Key Deliverable

A review document examining the current operational and legislative settings for responding to emergencies and the recommended options for change.

The document will be provided to the Minister of Civil Defence no later than three months from the date of the agreement to these Terms of Reference.

Governance

Sponsor

Minister of Civil Defence

Technical Advisory Group

A Technical Advisory Group made up of:
- Roger Sowry, as Chair;
- Benesia Smith MNZM, independent consultant;
- Malcolm Alexander, Chief Executive, Local Government New Zealand;
- Assistant Commissioner Mike Rusbach, New Zealand Police;
- Deputy National Commander Kerry Gregory, New Zealand Fire Service;
- Major General Tim Gall, New Zealand Defence Force;
- Sarah Stuart-Black, Director, Ministry of Civil Defence & Emergency Management.

Project Team and Secretariat

The project team and secretariat is headed by Jeremy Corban.
Appendix 2: Current Arrangements

This appendix outlines the current policy, legislative and institutional arrangements for responding to emergencies in New Zealand.

Policy

Emergency management in New Zealand is seen as a part of the national security system. National security is the condition which permits the citizens of a state to go about their daily business confidently free from fear and able to make the most of opportunities to advance their way of life. It encompasses the preparedness, protection and preservation of people, and of property and information - both tangible and intangible.

New Zealand takes an ‘all hazards – all risks’ approach to national security. This approach acknowledges New Zealand’s particular exposure to a variety of hazards and threats, any of which could significantly disrupt the conditions required for a secure and prosperous nation.

The New Zealand system also emphasises the importance of resilience, for example the ability of a system to respond and recover from an event (whether potential or actual).

To achieve this, New Zealand takes an integrated approach to managing risk. Known as the 4Rs this encompasses:

- Reduction
- Readiness
- Response
- Recovery

See glossary for definitions.

Legislative and institutional arrangements

Management of response involves local and national agencies and at least 11 relevant Acts.

The main Act relevant to this review is the Civil Defence Emergency Management Act 2002 (CDEM Act). The CDEM Act was intended to “ensure that New Zealand has the appropriate structures, expertise, and resources to manage disasters at local and national levels”19. The CDEM Act has a very wide definition of ‘emergency’ and provides additional powers in support of other Acts.

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19 Third reading speech Minister of Civil Defence 8 October 2002
The Purpose of the CDEM Act

The purpose of the Act is set out in section 3 and covers:

- Improve and promote the sustainable management of hazards in a way that contributes to the social, economic, cultural and environmental well-being and safety of the public and the protection of property.
- Encourage and enable communities to achieve acceptable levels of risk by identifying risks and applying risk reduction management practices.
- Provide for planning and preparation for emergencies and for response and recovery in the event of an emergency.
- Require local authorities to coordinate CDEM through regional groups across the ‘4Rs’ and encourage cooperation and joint action between those groups.
- Integrate local and national CDEM planning and activity through the alignment of local planning with a national plan and strategy.
- Encourage the coordination of emergency management across the range of agencies and organisations with responsibilities for preventing or managing emergencies.

The CDEM Framework

The Act is the overarching element in the CDEM Framework. Other elements include:

- CDEM Regulations made under the Act
- National CDEM Strategy
- National CDEM Plan 2015, and supporting Guide
- CDEM Group Plans
- Director’s Guidelines on various aspects of CDEM
- Other legislation relevant to CDEM.

The role of the Director Civil Defence Emergency Management and MCDEM

The Act provides for the appointment of a Director CDEM, whose functions (set out in section 8) include:

- advising the Minister of Civil Defence
- identifying hazards and risks of national significance
- coordinating national implementation and promotion of civil defence emergency management
- monitoring and evaluating the national civil defence emergency management strategy
- developing, monitoring and evaluating the National CDEM Plan, technical standards and guidelines
- monitoring performance of CDEM Groups
- promoting civil defence emergency management.
- directing and controlling the resources available for civil defence emergency management during a national disaster.

The Director CDEM is also the director responsible for the Ministry (MCDEM), an executive role in addition to the statutory role.
MCDEM is a business unit of the Department of the Prime Minister and Cabinet (DPMC). It is not mentioned in the CDEM Act. The functions and powers of the Director in the Act are enabled by the Ministry. The Ministry is also responsible for managing the operation of NCMC; the ‘lead agency’ for particular hazards – specifically for natural disasters (earthquake, tsunami, flood, other weather) for infrastructure failure, and the lead agency, for the coordination of welfare services aspects of emergency response and recovery.

Civil Defence Emergency Management Groups

Civil Defence Emergency Management Groups (Groups) are a core component of the Act. A Group is a consortium of the local authorities (regional and territorial) in a region, working in partnership with emergency services, to undertake CDEM functions within their region.

There are 16 Groups in New Zealand, generally following regional or unitary council boundaries.

The functions of Groups include:

- To identify and understand local hazards and risks and implement cost effective risk reduction measures.
- To appoint at least one suitably qualified and experienced person to be a Group Controller, who would (in the event of an emergency) have access to extraordinary powers under the Act to manage an effective response.
- To provide, or arrange to provide, suitably trained people and an appropriate organisational structure, for effective CDEM.
  - A number of Groups have initiated a shared services approach, which to different degrees centralises and coordinates activities across the Group area. Many have Emergency Management Offices which oversee functions under the CDEM Act.
  - MCDEM is developing an integrated training framework with local government to enhance CDEM staff competency.
  - Some funding for CDEM training comes from the Tertiary Education Commission ($1m for emergency management training each year from Adult Community Education funds).
  - Professional development and training for controllers is available through Massey University and Auckland University of Technology (AUT). Auckland Council sponsor a separate course for their controllers.
  - This training is complemented by the national CDEM exercise programme that MCDEM manages – a ten year programme involving central and local agencies.
- To provide, or arrange to provide, other resources necessary for effective CDEM.
- To undertake response and recovery activities.
- If possible, to assist other groups implement CDEM when assistance is requested.
- To promote awareness of the Act and related legislation, and monitor and report on compliance.
- To prepare and implement a Group Plan. Failure to comply with the Plan is an offence under the Act.

(See section 17 for more details on functions, and section 26 for appointment of Group Controllers, and section 85 for Group powers during a state of emergency.)

Groups are established as joint standing committees (of local authority mayors and chairpersons or their delegates) under the Local Government Act 2002. The CDEM Act 2002 gives direction on voting rights and funding liabilities but remains flexible in other administrative aspects to reflect varying Group circumstances.
Appendices

It is important to note the following points about Groups from the Act:

- Member local authorities have equal status.
- As part of the Group each mayor and regional chairperson agrees the plans under which the Group operates.
- Individual local authority autonomy remains - mayors still have the right to declare an emergency within their territorial boundary; and each local authority (regional and territorial) is responsible for planning and provision of CDEM within its area, in addition to being part of the Group.
- Groups have discretion in regard to the split of functions between regional and district councils, and the contribution respective councils could make.
- If a territorial authority is split by the boundary between two regional councils, the territorial authority can choose which Group it wishes to belong to.
- Groups can choose to operate collectively, with two or more Groups acting as a single Group.
- Formal linkages are required to be made with emergency service providers.

Group Plans

Under the Act, every Group must prepare and approve a Civil Defence Emergency Management Plan (CDEM Plan). These plans must state and provide for (refer section 49 for full list):

- the local authorities that have united to establish the Group.
- the hazards and risks to be managed by the Group.
- the CDEM necessary to manage the hazards and risks.
- the objectives of the plan and the relationship of each objective to the National CDEM Strategy.
- the apportionment between local authorities of liability for the provision of financial and other resources for the activities of the Group and the basis for that apportionment.
- the arrangements for declaring a state of emergency in the area of the Group.
- the arrangements for co-operation and co-ordination with other Groups.

The Act requires that Groups consult with the public over the development of their Group Plan and that interested persons may make submissions about the proposed plan to the Group. Each Group Plan must be reviewed after five years in operation.

- Link to Current Group plans from the MCDEM web site.

It is an offence to fail to comply with a requirement in a civil defence emergency management plan.

An Emergency, Declarations and associated Powers

The CDEM Act defines an emergency as a situation that:

- is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and
- causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and
Appendices

- cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under this Act.

The Act provides for local authority delegated representatives, mayors, or the minister, to declare a state of local emergency. The minister also may declare a state of national emergency. Declared emergencies last seven days, although they may be extended multiple times or terminated at any time.

- The Group must appoint one of its members (i.e. a mayor or chair of the regional council) to be authorised to declare a state of local emergency for its area. The area is the geographic scope of all the district and regional (or unitary) councils that are collectively covered by the particular group of councils. Commonly, the chair of the regional council is the appointed person.

- Notwithstanding that, any mayor can declare a state of local emergency for their district. This is one of the few real powers that mayors have by way of the position.

- The Minister of Civil Defence also has authority to declare a state of emergency over the whole of New Zealand or any part (down to a ward). This power has been used once, following the Christchurch 2011 earthquake.

Guidance or factors to consider may be in the relevant Group Plan for the area. The Director guidance is available on the MCDEM web site [DGL13/12]. Making a declaration because the public may derive assurance that everything is in hand is not specifically part of the current guidance.

Emergency powers under the CDEM Act 2002 enable Groups and Controllers to, among other things:

- close or restrict access to roads or public places and regulate land air and water traffic
- remove or secure dangerous structures and materials
- provide rescue, first aid, food, shelter etc.
- conserve essential supplies & regulate traffic
- dispose of dead persons and animals
- enter onto premises
- evacuate premises/places
- remove vehicles, vessels etc.
- requisition equipment, materials and assistance

Refer section 85 for Group powers during a state of emergency, and Part 5 of the Act (particularly sections 86 to 92) for powers of Controllers.

Importantly, the CDEM legislation is not the only legislation whereby an ‘emergency’ of some sort triggers extraordinary power. Other Acts also provide powers during emergencies, with the definition of ‘emergency’ depending on the matter and scope of the related powers. Examples include ‘emergency works’ under the Resource Management (1991), ‘drinking-water emergency’ under the Health Act 1956, response to marine oil spills under the Maritime Transport Act (1974) and ‘hazardous substances or new organisms emergency’ (HSNO Act 1996), and powers under the Fire and Emergency New Zealand Act 2017.

Director CDEM and Minister of Civil Defence Powers

The Act provides additional powers to those available during a state of emergency.

- Regulations can be used to prescribe, amongst other things, the level of competence to be met by persons carrying out specified functions, performance standards, training systems, and regulating...
activities that may impede or adversely affect the implementing a civil defence emergency management plan (section 115).

- If a CDEM Group or person fails to commence or to complete the performance of a function or duty under the Act the Director can complete the performance of that function or duty and recover the cost from the relevant CDEM Group or person (section 75).

- In certain situations the Minister may direct the Director or any CDEM Group or person to perform any function or duty or power conferred on that person or Group under the Act (or cease to perform etc) (section 84).

**Command, Control, and Coordination**

Definitions (from CIMS)

- **Command** (authority within an agency) is executed vertically, and includes the internal ownership, administrative responsibility, and detailed supervision of an agency’s personnel, tasks, and resources. Command cannot normally be exercised outside an agency.

- **Control** (authority across agencies) is executed horizontally, and is the authority to direct tasks to another agency, and to coordinate that agency’s actions so they are integrated with the wider response. Control authority is established in legislation or in an emergency plan. This is taken as the authority to task another agency towards a certain outcome (or example to achieve a managed evacuation). It is not control over the actual resource – such as personnel or assets.

- **Coordination**: bringing together agencies and resources to ensure unified, consistent, and effective response. Command and control assist with coordination by defining authority between and within agencies.

**Command**

- The authority to command (within an agency/organisation) relies on the agency’s hierarchy. The NZDF, police and fires services particularly use the language of ‘command’.

- The powers of direction outlined in the CDEM Act from national controller to group controller to local controller can be considered as a command authority within that system. Also the authority from the joint committee (of elected council representatives) down to council executive and staff across all councils is also considered a command authority.

**Control**

- The position of (Local, Group, or National) Controller is a statutory role in the CDEM Act under a state of emergency. The extent of authority of the Controller to control in a state of emergency is outlined in the CDEM Act, National CDEM Strategy, the National CDEM Plan Order 2015; and the Group Plans. The Minister of Civil Defence also has control authority in states of emergency.

- The term ‘lead agency’ is also used to describe the agency with control authority over all agencies involved in the response to an event or hazard. The lead agency for specific events / hazards is identified in Appendix 1 of the National CDEM Plan Order 2015 and in the National Security System Handbook. CIMS notes that ‘a lead agency is the agency with a mandate to manage the response to an incident through legislation, under protocols, by agreement, or because it has the expertise and experience.’ The extent of control varies and tends to be limited through legislation. See Chapter 6 for a discussion on the term ‘lead agency’.
Coordination

- The Coordinated Incident Management System (CIMS) 2nd edition provides a framework that agencies can apply in emergency response. It is a guide, not a standard. CIMS functions include controller, operations, logistics, public information, planning, intelligence and welfare.
- Coordination across different entities (local and central government and emergency services) occurs through the national level ODESC and National Crisis Management Centre, Group level Coordinating Executive Group (set up by section 20 CDEM Act), and Emergency Coordination Centres (ECCs) and local Emergency Operation Centres (EOCs).
- References to the involvement of iwi in emergency management coordination and response is varied. There is no reference in legislation.

CIMS

The Coordinated Incident Management System (CIMS) 2nd edition provides a framework of principles, structures, functions, processes and terminology that agencies can apply in both emergency and non-emergency incidents. Events might include public parades and marine mammal strandings through to search and rescue, communicable diseases, mass loss of life and disastrous natural hazard events.

CIMS describes how New Zealand agencies (for example government departments, emergency services, Red Cross) coordinate, command, and control incident responses of any scale, it covers how the response can be structured, provides common terminology, practical guidance such as standard colours for designated jobs, and the relationships between different CIMS functions. Functions/positions include: controller, logistics, public information manager, planning and welfare.

It is the primary reference for incident management in New Zealand. It is a guide and a tool, not a regulation that must be followed. It can be applied with different Acts of legislation - Health, Local Government, CDEM, Fire and Emergency NZ etc. But, it does not provide guidance on the relationship between CIMS terms and statutory positions in New Zealand legislation, for example Group Controller (CDEM Act) or on-scene commander (Maritime legislation).

Reference to iwi

There is inconsistent reference to the participation of iwi in the key CDEM documents and the role of iwi is different in the various layers of CDEM planning. Current CDEM legislation does not mention iwi.

The National CDEM strategy states: “Māori have a particular interest in the management of hazards and associated risks, including risks that may be posed to wāhi tapu sites and other sites of significance. It is important that whānau, hapū, iwi and the wider Māori community are involved in CDEM planning. In addition, Māori communities often have important resources for response and recovery, such as marae for use as emergency shelters, and Māori welfare and support services.”

The National CDEM Plan Order 2015 refers to the role iwi/Māori can play in an emergency as well as the role of Te Puni Korī (TPK) in facilitating and coordinating support to iwi/Maori and providing links between iwi and the emergency management sector.

TPK has obligations under the National CDEM Plan to:

- prepare for and deliver welfare services as a support agency
- engage with Māori communities to support meeting their needs during and following an emergency, and
- Work with Government agencies/Groups to facilitate and coordinate support for Māori requiring assistance.

Welfare
Under CIMS, local authorities have responsibility to plan and deliver welfare services (including shelter and accommodation) in an emergency. Each Group has established a welfare coordination group (or committee) which is comprised of welfare and social service agencies including government agencies and is chaired by the Group Welfare Manager.

The welfare coordination group has commonly developed a Group Welfare Plan and, where needed, sub-committees. Various government agencies sit on the committee. TPK is commonly listed as the ‘wi representative’ entity on Group welfare coordination groups.

MCDEM currently has the lead for coordinating welfare services across the 4R’s (including response).

Animal welfare, domestic and farm, is also part of the welfare function, and the responsibility of the Ministry for Primary Industries.

Public information and Education
MCDEM and CDEM Groups promote emergency preparedness during ‘peacetime’ through public information and education. This helps to ensure that people are aware of and understand the hazards in their area, and know what to do before, during, and after an emergency.

The aim is to help communities be better equipped to take care of themselves and others, relieving pressure on response personnel.

To ensure consistency, this public information often promotes messages and campaign resources developed at the national level, with locally specific messaging and material incorporated as appropriate.

Intelligence and Situational Awareness
Decision making for coordination, command, and control rely on shared situational awareness and intelligence.

- At present there is one National Crisis Management Centre (NCMC). When an all-of-government response is called for, following activation of the national security system, it is expected that this will be led out of the NCMC.
- Most agencies involved in emergency response also have their own coordination centres.
- There is no shared system for a common operating picture.
- Many agencies also have 24/7 monitoring and response function, including NZ Police, NZDF, FENZ, the New Zealand Rescue Coordination Centre, ambulance services, utility operators, Met Service and others.
- MCDEM, local government and GNS Science have duty rosters of people on call if an event happens. Duty Teams assess information about hazards, decide actions (such as issuing warnings) and commence a response.

**Guidelines**

The Act provides the Director with the authority to issue technical standards and guidelines. The purpose of these guidelines is to assist organisations with responsibilities under the Act to properly exercise those responsibilities. The Act requires that CDEM Group Plans ‘must take account of’ the guidelines, codes, or technical standards issued by the Director (section 59(2)).

The Director has issued guidelines and standards on a range of CDEM – related issues. They are grouped in different series as follows:

- Director’s Guidelines (DGLs)
- Best Practice Guides (BPGs)
- Technical Standards (TS)
- Information Series (IS)
- Supporting Plans (SPs)

**Other CDEM Related Legislation**

Legislation relating to CDEM is not just limited to the Civil Defence Emergency Management Act 2002. A number of other Acts also play a role in CDEM by, for example, regulating activities of particular CDEM participants. They include (but are not limited to) the:

- Biosecurity Act 1993
- Building Act 2004
- Canterbury Earthquake Recovery Act 2011
- Defence Act 1990
- Earthquake Commission Act 1993
- Epidemic Preparedness Act 2006
- Fire and Emergency New Zealand Act 2017
- Hazardous Substances and New Organisms Act 1996
- Health Act 1956
- Health and Safety in Employment Act 1992
- Local Government Act 2002
- Maritime Transport Act 1994
- Public Works Act 1981
- Resource Management Act 1991
### Appendix 3: List of submissions

<table>
<thead>
<tr>
<th>Name</th>
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<td>Dr Alastair Barnett</td>
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<td>Mere Taito</td>
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## Better Responses to Natural Disasters and Other Emergencies (TAG review)

### Civil Defence and Emergency Management Group Committee
28 February 2018

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<td>Neville Hudson</td>
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<td>Tane Woodley</td>
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Appendix 4: List of engagements

By regional/unitary area, in alphabetic order, followed by national entities.

<table>
<thead>
<tr>
<th>Auckland Council</th>
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<tbody>
<tr>
<td>Mayor, Chief Executive and Director Civil Defence and Emergency Management</td>
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<th>Waikato</th>
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<td>Taupo District Council</td>
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<tr>
<td>Mayor, Chief Executive and Councillors</td>
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| Thames Coromandel District Council |
| Mayor and Chief Executive |

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<tr>
<th>Bay of Plenty</th>
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<tr>
<td>Bay of Plenty Emergency Management</td>
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<tr>
<td>Director Emergency Management Bay of Plenty</td>
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</table>

| Bay of Plenty Regional Council |
| Chairman and Chief Executive |

| Ngāti Awa (mana whenua for Whakatane) |
| Chief Executive Officer, Manager Policy & Strategy, Chief Executive Officer for Ngāti Awa social and health organisation |

| Te Uru Taumaturu (Tuhoe) (mana whenua for Te Uruweu, Ruatoki, Ruatuhina) |
| Chief Executive Officer |

| Ngāti Manawa (mana whenua for Rangipo) |
| Chairman |

| Te Puni Kōkiri |
| Regional Manager and Senior Advisor |

| Opotiki District Council |
| Mayor |

| Tauranga City Council |
| Mayor, Chief Executive and GM Community Services |

| Whakatane District Council |
| Mayor, Chief Executive and Controller |

| Hawke’s Bay |

| Hastings District Council |
| Mayor |

| Manawatu-Whanganui |

| Horizons Regional Council |
| Chief Executive, Controller and Manager EMO |

| Horowhenua District Council |
| Mayor and Councillor |

| Rangitikei District Council |
| Mayor and Chief Executive |

| Whanganui District Council |
| Mayor, Chief Executive, CD Emergency Manager and Controllers |

| Whanganui Iwi Chairs |
| Chair of Ngā Tāngata Tiaki, General Manager of Ngā Rauru, trustee of Ngā Tāngata Tiaki board, TPK and organisation spokesperson for Te Oranganui, Chair of Te Rūnanga o Ngāti Apa |

| Wellington |
| Dame Margaret Bazley |

| Emergency Media and Public Affairs |
| Chief Executive |

| Engineering Leadership Forum |

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<td>Kapiti Coast District Council</td>
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<tr>
<td>Mayor and Chief Executive</td>
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<tr>
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<tr>
<td>Representatives from the NZ Response Team</td>
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<td><strong>Readynet</strong></td>
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<tr>
<td>Founder</td>
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<td>Mayor, Chief Executive and Controller</td>
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<tr>
<td><strong>Wellington region’s Coordinating Executive Group</strong></td>
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<tr>
<td>Group consisting of representatives from Hutt City Council, Wairarapa DHB, Hutt Valley DHB, Upper Hutt City Council, MSD, Kapiti Coast District Council, Porirua City Council, Carterton District Council</td>
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<tr>
<td>Associate Professor, Translation Studies (University of Auckland), Lecturer in Translation Studies (Dublin City University), Director Centre for Translation &amp; Textual Studies (Dublin City University), Lecturer in Translation &amp; Technology (University College London)</td>
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</tr>
<tr>
<td><strong>Waimakariri District Council</strong></td>
</tr>
<tr>
<td>Mayor, Chief Executive and Controller</td>
</tr>
<tr>
<td><strong>Otago</strong></td>
</tr>
<tr>
<td><strong>Central Otago District Council</strong></td>
</tr>
<tr>
<td>Mayor</td>
</tr>
<tr>
<td><strong>Dunedin City Council</strong></td>
</tr>
<tr>
<td>Mayor and Chief Executive/Controller</td>
</tr>
<tr>
<td><strong>Otago Civil Defence Emergency Management Group</strong></td>
</tr>
<tr>
<td>Chris Hawker – Group Manager/Controller</td>
</tr>
<tr>
<td><strong>Otago Regional Council</strong></td>
</tr>
<tr>
<td>Chief Executive</td>
</tr>
<tr>
<td><strong>Waikato District Council</strong></td>
</tr>
<tr>
<td>Mayor</td>
</tr>
</tbody>
</table>

Better Responses Review – 17 November 2017
### National

- Clare Curran MP – Labour for Dunedin South

### Coordinating Executive Group (CEG) Chairs

A forum bringing together Chairs from around the country

### Cross Party Reference Group (Nominated members below, although other party members also attended)

- Jan Logie, Ron Mark, Clayton Mitchell, Marama Fox, David Seymour, Hon Peter Dunne and Clare Curran

### Fire and Emergency NZ

Representatives from Fire & Emergency NZ consisting of the Fire Region Manager (member of the TAG), Chair of Fire Service Board, Chief Executive, National Commander Urban, Fire Region Manager, Assistant National Commander, Fire Region Manager, Fire Region Manager, Area Commander

### Headquarters Joint Forces New Zealand (NZDF)

Representatives of Joint Forces NZ consisting of the Commander Joint Forces NZ (member of the TAG), Deputy Commander Joint Forces NZ, Maritime Component Commander, Land Component Commander, Air Component Commander, Joint Services Component Commander, Special Operations Component Commander, Operations, Plans, Logistics and Commander of Joint Forces Combined Task Group

### Hon Te Ururoa Flavell - Māori Development Minister

### LINZ

- Group Manager

### LGNZ advisory group

Representatives consisting of the Chief Executive - LGNZ (member of the TAG), Community Resilience Manager - Northland Regional Council, Chief Executive - Hauraki District Council, Chief Executive - Napier City Council, Chief Resilience Officer - Wellington City Council, CEO Ruapehu District Council, Group Controller – Canterbury

### Media representatives

Representatives from Radio NZ, Radio Broadcasters Association, Three and Community Access Radio

### Ministry of Business, Innovation & Employment (MBIE)

- General Manager Commercial, Consumers & Communications and Policy Director

### Ministry of Civil Defence & Emergency Management

Representatives from the Leadership Team consisting of the Director (member of the TAG), Manager Development, Manager Capability & Development, Manager Analysis & Planning, Principal Advisor Emergency Management, Principal Advisor to Director and Communications Manager

### Ministry of Foreign Affairs & Trade (MFAT)

- Manager Emergency Management Programme and Director Humanitarian

### Ministry of Health

- Director - Emergency Management, Director of Public Health, Director Protection, Regulation and Assurance

### Ministry for Primary Industries

- Response Manager, Principal Advisor, South Island Manager, Manager North Island Regions, Animal Welfare and Animal Products and National Animal Welfare Emergency Management Coordinator

### National party MPs

- Stuart Smith MP (for Kaikoura), Andrew Bayly MP (for Hunua), Maureen Pugh MP (based in West Coast-Tasman) and Ian McKelvie MP (for Rangitikei)

### NZ Collective of Group Controllers (represented by a nominated subset) consisting of:

- Bruce Pepperill (Wellington), Michael McCartney (Horizons) and Chris Hawker (Otago)

### NZ Police

Representatives from NZ Police consisting of the Assistant Commissioner – Response and Operations (member of the TAG), National Manager Response and Operations, District Commander Bay of Plenty, Manager Command and Emergency Management, Manager Operations Planning, District

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Better Responses Review – 17 November 2017
## Appendices

<table>
<thead>
<tr>
<th>Manager Ops Support, District Deployment Coordinator, District Operations Manager, Area Commander Eastern Waikato, District Manager Operations Support Bay of Plenty and District Operations Manager Northland District</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ODESC Hazard Risk Board</strong></td>
</tr>
<tr>
<td>Consisting of representatives from DPMC, Defence, Police, Ministry for Primary Industries, Ministry of Health, Ministry of Transport, Ministry of Foreign Affairs and Trade and Department of Internal Affairs</td>
</tr>
<tr>
<td><strong>Office of the Prime Minister, Chief Science Advisor</strong></td>
</tr>
<tr>
<td>Chief Science Advisor to the Prime Minister and Research Analyst</td>
</tr>
<tr>
<td><strong>Red Cross</strong></td>
</tr>
<tr>
<td>International and National Disaster Management Officer and International Programme Manager</td>
</tr>
<tr>
<td><strong>St Johns</strong></td>
</tr>
<tr>
<td>Chief Executive and Clinical Manager</td>
</tr>
<tr>
<td><strong>Te Puni Kōkiri</strong></td>
</tr>
<tr>
<td>Deputy Chief Executive, Regional Partnerships and Senior Advisor</td>
</tr>
<tr>
<td><strong>TOLL</strong></td>
</tr>
<tr>
<td>Group General Manager</td>
</tr>
</tbody>
</table>

### Transport Agencies

Representatives from various transport agencies consisting of Deputy Chief Executive - Civil Aviation Authority, Project Director - Wellington Transport Operations Centre NZTA, General Manager Safety and Response - Maritime New Zealand, National Control Centre Manager – KiwiRail, Manager Operations Development – KiwiRail, General Manager Aviation and Maritime - Ministry of Transport, Policy Advisor - Ministry of Transport, Manager People and Environment - Ministry of Transport, Manager Aviation & Security - Ministry of Transport

### International

<table>
<thead>
<tr>
<th>Director-General Emergency Management Australia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior Fellow in Civil Protection, United Kingdom</td>
</tr>
</tbody>
</table>
## Appendix 5: List of declarations of state of emergency

<table>
<thead>
<tr>
<th>Region</th>
<th>Hazard Type</th>
<th>Locality</th>
<th>When and declared days</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002 – 1 event, 2 declarations</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Waikato</td>
<td>Flooding</td>
<td>Putaruru &amp; Tirau Wards</td>
<td>21/06/2002 (2 day)</td>
<td>'Weather Bomb', water supply issues, road closures, no evacuations</td>
</tr>
<tr>
<td>Waikato</td>
<td>Flooding</td>
<td>District</td>
<td>21/06/2002 (2 days)</td>
<td>Up-scaled to District SOE, 1 death, evacuations required</td>
</tr>
<tr>
<td>2003 – 1 event</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wellington</td>
<td>Flooding</td>
<td>District</td>
<td>4/10/2003 (5 days)</td>
<td>Damage to Paekakariki, evacuations required, duration of SOE due to clean-up</td>
</tr>
<tr>
<td>2004 – 2 events, 7 declarations</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marlborough</td>
<td>Flooding</td>
<td>Picton Ward</td>
<td>17/02/2004 (1 day)</td>
<td>Evacuations due to fear of landslip-induced dam break</td>
</tr>
<tr>
<td>Manawatu-Wanganui</td>
<td>Flooding</td>
<td>District</td>
<td>16/02/2004 (1 day)</td>
<td>Up-scaled to Regional SOE</td>
</tr>
<tr>
<td>Manawatu-Wanganui</td>
<td>Flooding</td>
<td>Marton Ward</td>
<td>16/02/2004 (1 day)</td>
<td>Up-scaled to Regional SOE</td>
</tr>
<tr>
<td>Manawatu-Wanganui</td>
<td>Flooding</td>
<td>Region</td>
<td>17/01/2004 (8 days)</td>
<td>'Weather Bomb', infrastructure disruptions, evacuations required</td>
</tr>
<tr>
<td>Taranaki</td>
<td>Flooding</td>
<td>Patea Ward</td>
<td>17/02/2004 (10 days)</td>
<td>Water supply issues, road closures, evacuations required</td>
</tr>
<tr>
<td>Bay of Plenty</td>
<td>Flooding</td>
<td>Waikorai Ward</td>
<td>17/07/2004 (6 days)</td>
<td>Road closures, 1 death, evacuations required</td>
</tr>
<tr>
<td>Bay of Plenty</td>
<td>Flooding</td>
<td>Whakatane Ward</td>
<td>17/07/2004 (13 days)</td>
<td>Infrastructure disruptions, 1 death, evacuations required</td>
</tr>
<tr>
<td>2005 - 1 event – 2 declarations</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bay of Plenty</td>
<td>Landslides</td>
<td>Edgecumbe-Tarawera Ward</td>
<td>17/05/2005 (13 days)</td>
<td>Matata township damage due to debris flows</td>
</tr>
<tr>
<td>Bay of Plenty</td>
<td>Landslides</td>
<td>Tauranga City</td>
<td>18/05/2005 (1 day)</td>
<td>Evacuations required, formally declared (?)</td>
</tr>
<tr>
<td>2006 - 1 event</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manawatu-Wanganui</td>
<td>Flooding</td>
<td>Region</td>
<td>7/07/2006 (1 day)</td>
<td>SOE declared overnight to enforce evacuations</td>
</tr>
<tr>
<td>2007 4 events</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Taranaki</td>
<td>Tornado</td>
<td>Region</td>
<td>5/07/2007 (2 days)</td>
<td>Dwelling and property damage</td>
</tr>
<tr>
<td>Northland</td>
<td>Flooding</td>
<td>Far North District</td>
<td>10/07/2007 (3 days)</td>
<td>Far North District area, dwelling damage</td>
</tr>
<tr>
<td>Otago</td>
<td>Flooding</td>
<td>Milton Ward</td>
<td>30/07/2007 (1 day)</td>
<td>Localised township flooding, but SOE declared</td>
</tr>
<tr>
<td>Gisborne</td>
<td>Earthquake</td>
<td>Gisborne City</td>
<td>21/12/2007 (1 day)</td>
<td>Building damage and power supply issues</td>
</tr>
<tr>
<td>2008 – 1 event</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Marlborough</td>
<td>Flooding</td>
<td>Picton Ward</td>
<td>30/07/2008 (1 day)</td>
<td>SOE declared to assist Police with evacuations</td>
</tr>
<tr>
<td>2009 – 1 event</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Waikato</td>
<td>Landslides</td>
<td>Taupo Ward</td>
<td>29/06/2009</td>
<td>Village of Waihi evacuated</td>
</tr>
</tbody>
</table>
## Better Responses to Natural Disasters and Other Emergencies

<table>
<thead>
<tr>
<th>Date</th>
<th>Event Type</th>
<th>Region</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010 – 1 event</td>
<td>Earthquake</td>
<td>Canterbury</td>
<td>Dwelling and property damage, infrastructure damage</td>
</tr>
<tr>
<td>2011 – 4 events</td>
<td>Earthquake</td>
<td>Christchurch City</td>
<td>181 deaths, major infrastructure and dwelling and property damage</td>
</tr>
<tr>
<td></td>
<td>National</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>2012 – Nil [Mt Tongariro unrest; no SOE’s declared]</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2013 – 1 event</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2014 - Nil [Auckland power outage; no SOE’s declared]</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2015 – 2 events 4 declarations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cyclone</td>
<td>Chatham Islands</td>
<td>Cyclone Pam and rural fires</td>
</tr>
<tr>
<td></td>
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<td></td>
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<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2016 – 2 events. 4 declarations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Westland</td>
<td>Waiho River flooding at Franz Josef township; water supply issues, tourism impacts (i.e. loss of revenue)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2017 (to date) – 5 events 13 declarations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Fire</td>
<td>Hastings District</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Fire</td>
<td>Christchurch &amp; Selwyn</td>
<td></td>
</tr>
</tbody>
</table>

**Better Responses Review – 17 November 2017**

**Attachment B**

**Item 10**
### Better Responses to Natural Disasters and Other Emergencies (TAG review)

<table>
<thead>
<tr>
<th>Location</th>
<th>Event Type</th>
<th>District</th>
<th>Date</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manawatu-Wanganui</td>
<td>Flooding</td>
<td>Whanganui District</td>
<td>04/04/2017</td>
<td>Declared in advance of expected impacts from Ex Tropical Cyclone Debbie</td>
</tr>
<tr>
<td>Manawatu-Wanganui</td>
<td>Flooding</td>
<td>Rangitikei District</td>
<td>04/04/2017</td>
<td>Declared in advance of expected impacts from Ex Tropical Cyclone Debbie</td>
</tr>
<tr>
<td>Bay of Plenty</td>
<td>Flooding</td>
<td>Whakatane District</td>
<td>06/04/2017</td>
<td>Edgcumbe flooding. State of local emergency overridden by Bay of Plenty declaration on 11 April 2017.</td>
</tr>
<tr>
<td>Bay of Plenty</td>
<td>Flooding</td>
<td>Bay of Plenty</td>
<td>11/04/2017</td>
<td>Declaration covering the whole Bay of Plenty area in anticipation of heavy rainfall. This overrode previous, more limited state of emergency over Whakatane District.</td>
</tr>
<tr>
<td>Waikato</td>
<td>Severe weather</td>
<td>Thames Coromandel District</td>
<td>12/04/2017</td>
<td>Declared in advance of expected landfall of Cyclone Cook</td>
</tr>
<tr>
<td>Bay of Plenty</td>
<td>Severe Weather</td>
<td>Whakatane District</td>
<td>14/04/2017</td>
<td>Declared to enable the continued response to Edgcumbe and the surrounding areas.</td>
</tr>
<tr>
<td>Canterbury</td>
<td>Flooding/severe</td>
<td>Timaru District</td>
<td>21/07/2017</td>
<td>Declared due to significant rainfall and flooding. Evacuations required</td>
</tr>
<tr>
<td>Canterbury</td>
<td>Flooding/severe</td>
<td>Selwyn District</td>
<td>21/07/2017</td>
<td>Declared locally due to flooding and Selwyn River overtopping its banks</td>
</tr>
<tr>
<td>Canterbury</td>
<td>Flooding/severe</td>
<td>Christchurch city</td>
<td>21/07/2017</td>
<td>Declared locally due to Heathcote river bursting its banks and flooding in parts of the city.</td>
</tr>
<tr>
<td>Otago</td>
<td>Flooding/severe</td>
<td>Dunedin City</td>
<td>21/07/2017</td>
<td>Declared locally and up-scaled to cover three coastal districts in Otago region; roads affected by flooding and evacuations required in low-lying areas</td>
</tr>
<tr>
<td>Otago</td>
<td>Flooding/severe</td>
<td>Waitaki District</td>
<td>21/07/2017</td>
<td>Declared locally and up-scaled to cover three coastal districts in Otago region; widespread flooding and breached banks.</td>
</tr>
</tbody>
</table>
## Appendix 6: Glossary of key terms

<table>
<thead>
<tr>
<th>Term / Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>4R’s</td>
<td>The four parts of emergency management, being reduction, readiness, response and recovery (‘recovery’ is defined in the CDEM Act section 4, and all 4Rs are defined in the National CDEM Plan Order 2015 clause 2):</td>
</tr>
<tr>
<td></td>
<td>a. Reduction: identifying and analysing long-term risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level;</td>
</tr>
<tr>
<td></td>
<td>b. Readiness: developing operational systems and capabilities before an emergency happens, including self-help and response programmes for the general public and specific programmes for emergency services, lifeline utilities, and other agencies;</td>
</tr>
<tr>
<td></td>
<td>c. Response: actions taken immediately before, during, or directly after an emergency to save lives and property, and to help communities recover; and</td>
</tr>
<tr>
<td></td>
<td>d. Recovery: means the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency</td>
</tr>
<tr>
<td>CDEM</td>
<td>(Pronounced sea-dim) Civil Defence Emergency Management – a phrase or acronym generally used alongside entities or documents established by, or required by, the CDEM Act 2002.</td>
</tr>
<tr>
<td>CIMS</td>
<td>Refer to Coordinated Incident Management System</td>
</tr>
<tr>
<td>Civil Defence Emergency Management (CDEM) Group</td>
<td>A Group established under section 12 of the CDEM Act 2002, members being the mayor or chairperson of that local authority or delegate elected councillor</td>
</tr>
<tr>
<td></td>
<td>‘every regional council and every territorial authority within that region must unite to establish a Civil Defence Emergency Management Group for the purposes of this Act as a joint standing committee under clause 30(1)(b) of Schedule 7 of the Local Government Act 2002’</td>
</tr>
<tr>
<td>Common operating picture</td>
<td>An understanding of a situation based on the best available information, shared among all agencies.</td>
</tr>
</tbody>
</table>
### Controller
The person in charge of a response element who directs response activities, and fulfils management functions and responsibilities and exercises control.

References in this report to a **Group Controllers** and **Local Controller** as those who are appointed by the CDEM Group under [section 26](#) and [section 27](#) respectively of the CDEM Act 2002, and reference to **National Controller** is a person with functions and powers in a national state of emergency under [section 10](#) of the CDEM Act.

### Coordinated Incident Management System (CIMS)
(Pronounced sims) The **Coordinated Incident Management System (CIMS)**, now in its 2nd edition, provides a framework of principles, structures, functions, processes and terminology that agencies can apply in both emergency and non-emergency incidents.

### Coordinating Executive Group (CEG)
(pronounced keg) CDEM Coordinating Executive Group established under [section 20](#) of the CDEM Act 2002, and comprising of generally senior officials from each member local authority, Police, Fire and Emergency New Zealand, and a provider of health and disability services (generally represented by the District Health Board) and other co-opted members.

### Declaration
Used as short hand for a declaration under the CDEM Act 2002, refer to **state of emergency**

### DHB
District Health Board

### Director
Director CDEM, a statutory position appointed under [section 8](#) of the CDEM Act

### DPDMC
The Department of the Prime Minister and Cabinet

### Emergency
In general, an emergency is a situation that poses an immediate risk to life, health, property, or the environment that requires a significant and coordinated response.

It has a specific meaning under the CDEM Act 2002 [section 4](#) as it is relevant to the decision to declare a ‘state of emergency’. See Appendix 2, Current Approach and discussion under ‘An emergency Declarations and associated Powers’.

### Emergency Management Information System (EMIS)
(Pronounced e-miss) A software tool and workflow system aimed at managing requests, tasks and resources, logging information, and the collation and filing of developed datasets such as action plans and situation reports. It is supported by MCDEM and used by local government in relation to CDEM activities and events.

### Emergency Operation Centre (EOC)
In this report an EOC refers to a facility, generally operated by a local authorities, which when activated acts as a coordination and control centre for local (as opposed to national) emergency response and
<table>
<thead>
<tr>
<th>Appendixes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>FEMA</strong></td>
</tr>
<tr>
<td><strong>FENZ</strong></td>
</tr>
<tr>
<td><strong>GNS Science</strong></td>
</tr>
<tr>
<td><strong>Group</strong></td>
</tr>
<tr>
<td><strong>Group Plan</strong></td>
</tr>
</tbody>
</table>
| **Intelligence** | 1. The function that collects and analyses response information, particularly that related to status, hazards, consequential risks, and the context of the incident.  
2. The collection, evaluation, and analysis of response information, aimed at producing forecasts on how the response may develop |
| **Joint Committee** | A joint standing committee under section 12 of the CDEM Act comprising the regional council and territorial authorities within the region. |
| **Lead agency** | This report recognises that there are various definitions. Refer to Chapter Six for discussion |
| **Lifeline utility** | Any organisation named or described in Schedule 1 of the CDEM Act 2002. This includes airports, ports, railways, and providers of gas, electricity, water, wastewater or sewage, storm water, telecommunication, roading networks and petroleum products. |
| **Local government** | Collectively regional councils, unitary councils, district councils and city councils - a total of 78 in New Zealand. Also called local authorities. |
| **Major incident** | A proposed new status of activity – an incident or event which meets the threshold for initiating a response but does not require extraordinary powers under the CDEM Act 2002. Refer to Chapter 3 for discussion |
| **MBIE** | Ministry of Business, Innovation and Employment |
| **MCDEM** | Refer to Ministry of Civil Defence & Emergency Management |
| **Ministry of Civil Defence & Emergency Management (MCDEM)** | The central government agency, a Ministry set up by Cabinet, to give effect to the functions of the Director CDEM. It is responsible for providing leadership, strategic guidance, national coordination and facilitation, and the promotion of various key activities, taking an ‘all-hazards approach’ across the 4R’s. |
|**MSD** | Ministry of Social Development |
|**National Crisis Management Centre (NCMC)** | A secure all-of-government facility maintained in a state of readiness to manage the national response to emergencies, sometimes colloquially referred to as ‘the bunker’. |
|**National Security System Handbook** | A DPMC produced handbook that sets out New Zealand’s arrangements with respect to both to the governance of national security and in response to a potential, emerging or actual national security crisis |
|**NZDF** | New Zealand Defence Force |
|**NZRT** | New Zealand Response Team |
|**OAG** | Office of the Auditor-General New Zealand |
|**Public Information Management (PIM)** | The function that, during an incident, prepares, distributes, and monitors information to and from the media and public. |
|**Regional council** | A regional council named in Part 2 of Schedule 2 of the Local Government Act. |
|**State of Emergency** | Used in this report to refer to the ‘state of emergency’ that results from a declaration under the CDEM Act 2002. A state of local emergency is declared under section 68 or section 69. |
| | A state of national emergency can only be declared by the Minister of Civil defence under section 66. |
|**TAG** | Technical Advisory Group set up to conduct this review |
|**Territorial (Local) Authority (TLA)** | A city council or a district council named in Part 2 of Schedule 2 of the Local Government Act. |
|**TPK** | Te Puni Kōkiri |
|**Unitary authority (Council)** | A territorial authority that has the responsibilities, duties, and powers of a regional council conferred on it. |
Appendix 7: Secondary matters

In the course of this review, the Technical Advisory Group were made aware of a range of more secondary matters that are not specifically dealt with in this report. The most material of these are listed here (in no particular order). They may be usefully considered as part of future work.

1. **White Island.** For White Island and a number of other offshore islands, the Local Authority is the Minister of Local Government by default. As these islands are not within any territorial local authority boundaries, this can create an issue for resourcing response activities.

2. Variation in **geographic boundaries of response agencies** – the difference in boundaries (Fire and Emergency New Zealand, Police, CDEM Groups, Rural support etc.) can create confusion and require multiple points of liaison.

3. Administrative restrictions - under standing orders (Local Government Act 2002) a **CDEM Group can’t make a decision without physically meeting**, adding cost and time.

4. **Liability** of council chief executives due to the fact that they employ CDEM staff and have PCBU (‘person conducting a business or an undertaking’) responsibilities. Submissions also raised liability of Controller decisions.

5. Confusion over responsibilities for **animal welfare and rescue** (including companion animals) and respective roles.

6. The relationship between **state of emergency declaration and insurance policies** – noting the variation in policies and practice. Business continuity insurance was particularly raised.

7. Review of the **financial arrangements** by which response and recovery costs are covered and reimbursed.

8. **A number of recovery matters**, including dealing with land affected by events and increasing the hazard risk, but the associated buildings remained structurally sound.

9. Multiple agencies involved in provision of **temporary housing**, with a potential for confusion and/or reduced efficiency.

10. Need for **business continuity planning** generally.

11. Better **privacy / information sharing protocols** for collecting and sharing personal information during an event.
Appendix 8: References

2016 Waroona Inquiry SESVA Position Paper
A Report on the Role of the Media in the Information flows that Emerge during Crisis Situations
ACSESS Performance Indicators 2012
An Emergency Management Framework for Canada - Third Edition
Briefing to the incoming Minister of Civil Defence
British Columbia Emergency Management System
CDEM National Capability Assessment Report
Copernicus Emergency Management Service Factsheet
Corrective Action Plan - following the Review of the Civil Defence Emergency Management Response to the 22 February 2011 Christchurch Earthquake
Crisis Communication: Saving Time and Lives in Disasters through Smarter Social Media
Declarations – Director’s Guidelines for the CDEM Sector
Emergency Management Performance Standards
Exercise Whakatu II Post- Exercise-Report
FEMA - Logistics Partners, could strengthen implementation of capability assessment tool
FEMA Has Made Progress since Hurricanes Katrina and Sandy, but Challenges Remain
Havelock North Drinking Water
How Social Media is Changing Disaster Response
Inquiries into Recent Natural Disasters in Australia - Canberra Firestorm
INSARAG Guidelines 2012
Independent Operational Review – Port Hills Fires February 2017
International Disaster Response
Joint Emergency Services Interoperability Principles Review
Kaikoura Earthquake Response Review
Maritime NZ Oil Spill Response Strategy
Ministry of Civil Defence & Emergency Management Business Plan 2016-2020
Modernize North Carolina Emergency Management Act
National Civil Defence Emergency Management Plan Order 2015
National Civil Defence Emergency Management Strategy
National Response Framework (FEMA)
National Security System Handbook
Next-Generation Incident Command System Fact Sheet
Office of the CEM Strategic Plan 2017-2021
Rangitāiki River Scheme Review – April 2017 Flood Event
Responses to, and lessons learnt from, the January and February 2016 bush fi res in remote Tasmanian wilderness
Review 2010-2011 flood warnings and response - Victoria
Review of the Actions taken by Whakatāne District Council - Flooding events April 2017

Better Responses Review – 17 November 2017
Appendices

Review of the Response by the Hastings District Council to the Contamination of the Havelock North Water Supply


SESVA Constitution

Significance of Communication in Emergency Management

State and Territory Emergency Service National Performance Indicators

The Politics of Operations

Toward the Regulation of Ubiquitous Mobile Government - A Case Study on Location-Based Emergency Services in Australia


UNDAC Review 2011

Use of Science in Humanitarian Emergencies Disasters

Victorian Emergency Management Reform White Paper

Victorian Information Network for Emergencies (VINE) High-level reference architecture May 2013

Waroona Bushfire Special Inquiry

Whole of Government: the Solution to Managing Crises?


Lessons We Don’t Learn: A Study of the Lessons of Disasters, Why We Repeat Them, and How We Can Learn Them


Agility and Discipline: Critical Success Factors for Disaster Response


http://journals.sagepub.com/doi/pdf/10.1177/0002716205285404

Organizing for the Big One


Towards New Disaster Governance: Subsidiarity as a Critical Tool

Te take mō te pūrongo / Purpose of the report

1. To provide an amended forward work programme for the Auckland Civil Defence and Emergency Management (CDEM) Group committee (the committee) for consideration and approval. The programme will assist the committee to have oversight of its strategic functions for the remainder of the 2017/18 financial year.

Whakarāpopototanga matua / Executive summary

2. The Auckland CDEM Group Committee forward work programme focuses on strategy and policy development, strategic initiatives and projects that support the committee to provide strategic direction to the Coordinating Executive Group.

3. The forward work programme was endorsed at the committee meeting on 30 August 2017 and it was recommended that the programme becomes a standing agenda item to help monitor key activities and deliverables. This will ensure the programme remains forward focused and can take into account any additions or amendments that may arise either regionally or nationally.

4. The amended forward work programme was endorsed by the Coordinating Executive Group (CEG) at its meeting on Monday 12 February 2018.

Ngā tūtohunga / Recommendation/s

That the Civil Defence and Emergency Management Group Committee:

a) receive the report on the forward work programme; and

b) approve the recommended changes and/or updates to the forward work programme.

Horopaki / Context

5. The Auckland CDEM Group Committee forward work programme focuses on strategy and policy development, strategic initiatives and projects that support the committee’s requirement to provide strategic direction to the Coordinating Executive Group (CEG). The programme has been drafted from actions from Auckland’s Group Plan and also includes activities of regional and national significance.

6. The programme signals when key reports and items are likely to be put on both CEG and committee agendas for endorsement and/or approval. The programme includes an overview of legislative requirements, the actions required from both the CEG and committee, and dates for the reporting of activities to meetings.

7. The work programme is a standing agenda item at CEG and committee meetings to help monitor key activities and deliverables. This will ensure the programme remains forward focused and can take into account any additions or changes that may arise either regionally or nationally.
Tātaritanga me ngā tohutohu / Analysis and advice

8. The proposed amendments include:
   a) Activity 2: Auckland’s Natural Hazard Risk Management Action Plan approval at committee on 30 May 2018 (CIV/2017/28);
   b) Activity 2.4, 2.5: Changes to dates for endorsement and approval for Auckland’s Resilient Recovery Strategy and Auckland’s Recovery Management Plan (refer to ‘Approval of Group Recovery Manager and update on the Resilient Recovery Strategy’ for more detailed information and rationale);
   c) Activity 2.6: minor amendments to Auckland’s CDEM Group Plan by 1 June 2018 to comply with the new requirements for strategic planning for recovery noting that these amendments will not trigger thresholds for full statutory consultation (CIV/2017/26). A full review of Auckland’s CDEM Group Plan will be triggered post the development of the new National Disaster Resilience Strategy.
   d) Activity 3: Audit NZ has confirmed that the audit of Auckland’s disaster resilience will not take place however Auckland Emergency Management will continue to progress with its own internal audit;
   e) Activity 3.1: ‘Better responses to natural disasters and other emergencies’ (TAG review) report was publicly released in January 2018. The timeframe for consultation and submission on recommendations is to be confirmed (refer to the ‘Update on better responses to natural disasters and other emergencies (TAG review)’ report for more information on Auckland’s approach);
   f) Activity 3.2: Auckland’s Evaluation Action Plan will be reported on a six-month cycle to the Coordinating Executive Group;
   g) Activity 3.5: Change to date for reporting on the Elected Member Engagement framework due to being able to report on the entire framework rather than individual module updates; and
   h) Activity 3.8: Change to date for approval of Auckland’s Capability Development Framework.

9. The amended forward work programme was endorsed by the Coordinating Executive Group (CEG) at its meeting on Monday 12 February 2018.

Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe / Local impacts and local board views

10. The forward work programme has been developed primarily from actions contained within Auckland’s Group Plan. Local boards were engaged and consulted through the development of this plan and contributed towards the final document.

11. In addition, some of the projects and strategic initiatives in the programme will require engagement with local boards, for example, Auckland’s Resilient Recovery Strategy.

12. However, the impact on the proposed recommendation to approve the recommended changes and/or updates to the forward work programme does not have impacts on decisions made at the local level.

Tauākī whakaaweawe Māori / Māori impact statement

13. It is anticipated that the ongoing review and amendments to the forward work programme will give effect to the Auckland Emergency Management Māori Responsiveness Plan to support Māori communities to build a resilient Auckland.

Ngā ritenga ā-pūtea / Financial implications

14. This report does not have any specific financial implications over existing budget allocations.
Ngā raru tūpono / Risks
15. There are no significant risks.

Ngā koringa ā-muri / Next steps
16. Following approval of the recommended changes and/or updates to the forward work programme Auckland Emergency Management will apply best practice project management principles to all project execution plans to ensure timely delivery.

Ngā tāpirihanga / Attachments

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<tr>
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<td>Auckland CDEM Group Committee forward work programme</td>
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<tr>
<th>Author</th>
<th>Kiri Maxwell - Civil Defence and Emergency Management</th>
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<tr>
<td>Authorisers</td>
<td>Craig Glover - Head of Strategy and Planning</td>
</tr>
<tr>
<td></td>
<td>John Dragicevich - Director Civil Defence and Auckland Emergency Management</td>
</tr>
<tr>
<td>Activity</td>
<td>Area of Work</td>
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<tr>
<td>----------</td>
<td>-------------</td>
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<tr>
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<td>CSO structure, capacity-building framework and work programme</td>
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2. **Policy Development**

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<tr>
<td>2.1</td>
<td>Auckland Resilience Framework</td>
<td>Not necessary</td>
<td>Not necessary</td>
<td>Approve</td>
<td>Not necessary</td>
<td>To develop a resilience framework, including initiatives.</td>
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<tr>
<td>2.2</td>
<td>Feedback - Strategic Planning for Recovery Directors’ Guidelines</td>
<td>Update</td>
<td>10 August 2017</td>
<td>Approve</td>
<td>03 August 2017</td>
<td>To develop a Recovery Framework to align with national and regional direction.</td>
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<tr>
<td>2.3</td>
<td>Auckland's Regional Recovery Framework</td>
<td>Update</td>
<td>03 November 2017</td>
<td>Approve</td>
<td>29 November 2017</td>
<td>Director’s Guidelines for Strategic Recovery. Funding feedback from last round is needed to update the expenditure of the Regional Recovery strategy.</td>
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<td>2.5</td>
<td>Auckland’s Resilience Recovery Plan</td>
<td>Update</td>
<td>03 May 2018</td>
<td>Approve</td>
<td>29 May 2018</td>
<td>Review amendments to Auckland’s Resilience Plan to reflect strategic recovery planning and any other additional changes. Public consultation on these changes is set for 2018.</td>
</tr>
<tr>
<td>2.6</td>
<td>Auckland Resilience Plan to include Strategic Recovery Planning</td>
<td>Update</td>
<td>30 August 2017</td>
<td>Approve</td>
<td>29 August 2017</td>
<td>Director’s Guidelines for Recovery Management and the development of recovery planning for the current strategy.</td>
</tr>
<tr>
<td>2.7</td>
<td>Auckland’s Resilience Plan</td>
<td>Update</td>
<td>06 November 2017</td>
<td>Approve</td>
<td>29 November 2017</td>
<td>To develop a Resilience Plan to align with national and regional direction.</td>
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3. **Strategic Initiatives & Projects**

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<th>Reason for work</th>
<th>Notes</th>
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<tr>
<td>3.1</td>
<td>Auckland’s Disaster Recovery</td>
<td>Update</td>
<td>06 November 2017</td>
<td>Approve</td>
<td>29 November 2017</td>
<td>To provide feedback to the Office of the Auditor General on the latest of Auckland’s Current Resilience Plan and the National Government Auckland Council Act 2009.</td>
</tr>
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Te take mō te pūrongo / Purpose of the report

1. To inform the Auckland Civil Defence and Emergency Management Group committee (the committee) about the recent recruitment campaign across the Auckland Council family. To support the recruitment campaign, this report will discuss the draft Auckland training and exercise plan and calendar aimed to strengthen and support the emergency response and recovery.

2. In addition, this report also discusses the completion of the inaugural Auckland Emergency Management and University of Auckland Controller and Leadership Programme.

Whakarāpopototanga matua / Executive summary

3. During a large-scale or ongoing emergency, Auckland Emergency Management will require the assistance and support of the wider Auckland Council family to strengthen and support the emergency response and recovery.

4. In August 2017 an update was provided to the committee about the Auckland Council Emergency Support (ACES) recruitment campaign. The campaign, conducted in August/September was created to build capability and capacity to be able to effectively respond in an emergency.

5. In addition to the ACES training programme, Auckland Emergency Management has developed a draft training and exercise plan and calendar 2018. The plan formalises Auckland Emergency Management’s planned capability development and provides a framework that can be followed by Auckland Emergency Management staff, ACES and agency partners. The draft plan is out for consultation across key partners and stakeholders.

6. To further strengthen our capability and capacity, 24 participants have successfully completed the Auckland Emergency Management and University of Auckland inaugural Controller and Leadership Programme. The programme was very well received across the participants and Auckland Emergency Management has received further interest from across council, key partners and stakeholders.

Ngā tūtohunga / Recommendation/s

That the Civil Defence and Emergency Management Group Committee:

a) receive the report on Auckland’s Capability Development Framework.

b) agree to take part in a civil defence desktop exercise scenario following the conclusion of the 30 May CDEM Group Committee meeting.

Horopaki / Context

7. During a large-scale or ongoing emergency, Auckland Emergency Management will require the assistance and support of the wider Auckland Council family to strengthen and support the emergency response and recovery.

8. The structure of the Auckland Emergency Coordination Centre is comprised of several key functions that work together to provide direction and control to the response and recovery. These functions include Control, Planning and Intelligence, Operations, Logistics, Public Information Management, Welfare and Recovery. These functions are also supported by a Chief of Staff, Executive Assistants, Technical Advisors and Experts, Legal, Staff Wellbeing, Procurement and Health and Safety advisors.
9. In August 2017 an update was provided to the committee about the Auckland Council Emergency Support (ACES) recruitment campaign. The campaign, conducted in August to September 2017 was created to build capability and capacity to be able to effectively respond to an emergency. The campaign was developed with the internal communications team and was run across many different channels. The recruitment sessions generated interest from over 300 staff across 50 different business areas across the council family with 127 council staff completing the first step in the ACES training programme. This will bring the total pool of active ACES to 220 across the council family.

10. In addition to the ACES training programme, Auckland Emergency Management has developed a draft Auckland Training and Exercise Plan and Calendar 2018. The plan formalises Auckland Emergency Management’s planned capability development and provides a framework that can be followed by Auckland Emergency Management staff, ACES and agency partners.

11. A prime focus of the plan is to enable the practice of planned exercises and training across key partners and stakeholders to develop overall capability and competency which will ensure that those involved in the response operations are able to function effectively during emergency events.

12. To further strengthen our capability and capacity 24 participants have successfully completed the inaugural Auckland Emergency Management and University of Auckland Controller and Leadership Programme. The programme aimed to actively lift emergency management competency standards through the delivery of a bespoke course that highlights the unique context of Auckland.

13. Delegate portfolios and assessments were subject to marking criteria set at ‘masters’ level. All assessments were appraised by Professor Suzanne Wilkinson, Director of the Centre for Disaster Resilience, Recovery and Reconstruction. Marking was rigorous and final grades were issued based not only on the quality of the submissions but also on how the delegates had demonstrated that they had transferred the learnings from the programme into their workplace.

14. The programme was very well received across the participants and Auckland Emergency Management has received further interest from across council, key partners and stakeholders.

Tātaritanga me ngā tohutohu / Analysis and advice

15. Auckland’s Capability Development Framework includes a number of different components, these are:
   - Assessment of Auckland’s capability and capacity;
   - Volunteer Engagement Framework;
   - Competency and development needs assessment;
   - Exercise programme and calendar;
   - Training and development; and
   - Evaluation Action Planning (lessons learned) across emergency events and exercise.

16. This report explores three components of the framework; volunteer engagement, exercise programme and calendar, and training and development.

Ngā whakaaweae ā-rohe me ngā tirohanga a te poari ā-rohe / Local impacts and local board views

17. Local boards have a role to play and responsibilities across risk reduction, readiness, response and recovery. Auckland Emergency Management is developing an Elected Member Engagement Framework, supported by a working group comprised of three councillors and six local board members, which will guide and explain these roles and responsibilities.
**Tauākī whakaaweawe Māori / Māori impact statement**

18. It is anticipated that the progression of the Capability Development Framework will give effect to the Auckland Emergency Management Māori Responsiveness Plan to ensure the framework identifies and strengthens the capability of Māori through volunteering and exercising opportunities to support communities to build a resilient Auckland.

**Ngā ritenga ā-pūtea / Financial implications**

19. This report does not have any specific financial implications over existing budget allocations.

**Ngā raru tupono / Risks**

20. There are no significant risks.

**Ngā koringa ā-muri / Next steps**

21. To support the assessment of Auckland’s capability and capacity, Auckland Emergency Management will complete an analysis of how many trained Controllers, Recovery Managers and ACES are required to maintain a 24/7 capability over a small, medium, and large-scale emergency.

22. The draft Auckland Training and Exercise Plan and Calendar 2018 is out for consultation across key partners and stakeholders. Once feedback has been received the final plan will be approved by Auckland’s Coordinating Executive Group. It is recommended that the Auckland CDEM Group Committee agrees to take part in a civil defence desktop exercise scenario following the conclusion of the 30 May 2018 CDEM Group Committee meeting. This desktop exercise will be used to help explain the role of the committee and its membership in declaring emergencies and coordinating the recovery from emergency events.

**Ngā tāpirihanga / Attachments**

There are no attachments for this report.

**Ngā kaihaina / Signatories**

<table>
<thead>
<tr>
<th>Author</th>
<th>Adam Maggs, Head of Competency and Public Readiness</th>
</tr>
</thead>
</table>
| Authorisers | Craig Glover - Head of Strategy and Planning  
            John Dragicevich - Director Civil Defence and Auckland Emergency Management |
Approval of Group Recovery Manager and update on the Resilient Recovery Strategy.

File No.: CP2018/01314

☐ Reduction ☐ Readiness ☐ Response ☑ Recovery

Te take mō te pūrongo / Purpose of the report
1. To appoint Auckland Emergency Management’s Head of Recovery as Group Recovery Manager; and to provide an update on strategic planning for recovery.

Whakarāpopototanga matua / Executive summary
2. This report recommends the formal appointment of Auckland Emergency Management’s Head of Recovery as the Group Recovery Manager, a statutory position required by the Civil Defence and Emergency Management Act 2002.

3. An update on Auckland Emergency Management’s strategic planning for recovery is provided, including identification of key milestones, such as when the Civil Defence and Emergency Management Group Committee will receive drafts of the Resilient Recovery Strategy (the Strategy) for consideration.

4. Opportunities for engaging local boards and for their participation in the development of the Strategy have been identified. Work is underway to identify opportunities for engaging with mana whenua and for their participation in the development of the Strategy.

Ngā tūtohunga / Recommendation/s
That the Civil Defence and Emergency Management Group Committee:

a) appoint Jennifer Rose, Auckland Emergency Management’s Head of Recovery as Group Recovery Manager as per S29(1) of the Civil Defence Emergency Management Amendment Act 2002.

b) note that a reviewed list of Controllers, Alternate Controllers and Recovery Managers will come before the Civil Defence and Emergency Management Group Committee when the Group Plan is next reviewed.

c) agree to receive the draft Resilient Recovery Strategy in August 2018 for approval for public consultation.

d) agree to receive the draft Resilient Recovery Strategy in November 2018 for adoption.

Horopaki / Context

Group Recovery Manager
Strategic Planning for Recovery

6. Key milestones and activities on the development of the Strategy have been identified since last reporting in November 2017.

Tātaritanga me ngā tohutohu / Analysis and advice

Group Recovery Manager

7. Reflective review following an emergency is a part of emergency management practice. The departmental review following the floods of early 2017 identified the importance of resilient communities and resulted in a reconfiguration of teams within Auckland Emergency Management. The previous Welfare and Recovery team was separated and two new teams, Welfare and Resilience and Recovery, were created enabling a stronger focus on their respective outcomes. Jennifer Rose was appointed Recovery Manager in September 2017. This report formalises her appointment as Group Recovery Manager as per the requirement of S29(1) of the Civil Defence Emergency Management Amendment Act 2002

Strategic Planning for Recovery

8. The CDEM Group Plan 2015-21 “Resilient Auckland” (the Group Plan) includes the development and implementation of a Recovery Framework within its specified actions. The Framework consists of minor amendments to the recovery section of the Group Plan, the development of the Strategy and subsequent Recovery Management Plans.

9. Key milestones for strategic planning for recovery in 2018 are set out below (and illustrated in Attachment 1):

<table>
<thead>
<tr>
<th>Deliverable</th>
<th>Milestone</th>
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<tbody>
<tr>
<td>Work on strategic planning for recovery outlined in the update on the Forward Work Programme</td>
<td>CEG 12 February 2018 meeting</td>
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<tr>
<td>Resilient Recovery Workshop</td>
<td>CDEM Group Committee and CEG 28 February 2018</td>
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| Recovery Walkthrough                                  | Southern/Central local board cluster meeting 19 March 2018  
|                                                       | North/West local board cluster meeting 26 March 2018  |
| Approve minor amendments to the recovery section of the Group Plan | CEG 3 May 2018 meeting |
| Agree minor amendments to the recovery section of the Group Plan | CDEM Group Committee 30 May 2018 meeting         |
| Local board engagement on the Resilient Recovery Strategy | Individual local board meetings July 2018       |
| Recommend the draft Resilient Recovery Strategy to the CDEM Group Committee for consultation | CEG 9 August 2018 meeting |
| Approve draft Resilient Recovery Strategy for consultation | CDEM Group Committee 29 August 2018 meeting     |
| Recommend the draft Resilient Recovery Strategy to the CDEM Group Committee for adoption | CEG 5 November 2018 meeting                     |
| Adopt the Resilient Recovery Strategy                 | CDEM Group Committee 28 November 2018 meeting   |
10. Recovery management planning will align with the reviewed guidelines for Recovery Management to be published by the Ministry of Civil Defence and Emergency Management.

**Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe / Local impacts and local board views**

11. Auckland Emergency Management is working with Local Board Services to provide opportunities to engage with local boards and for their participation in the development of the Strategy as outlined in the table above.

**Tauākī whakaaweawe Māori / Māori impact statement**

12. An emergency event may adversely impact on land, water, sites of significance, waahi tapu flora or fauna affecting mana whenua and Māori wellbeing in general. So to, the recovery from such an event would similarly affect mana whenua and Māori wellbeing.

13. Work is underway to provide opportunities to engage with mana whenua and their participation in the development of the Strategy. More information will be provided in the next update to the Committee in May 2018.

**Ngā ritenga ā-pūtea / Financial implications**

14. There are no financial implications arising out of the appointment of Auckland Emergency Management’s Head of Recovery, to the statutory position of Group Recovery Manager. The appointment is administrative and clarifies functions, decision-making and access to powers under the Civil Defence and Emergency Management Act 2002.

15. Auckland Emergency Management’s strategic planning for recovery is funded out of current budget and provided for in the base budget for the 2018-19 financial year.

**Ngā raru tūpono / Risks**

16. Risk management is a central focus of emergency management. The selection criteria and process for appointing Auckland Emergency Management’s Head of Recovery, together with training, ensure risk associated with the role of Group Recovery Manager has been appropriately addressed.

17. Strategic planning for recovery and the guidelines of the Ministry of Civil Defence and Emergency Management are directed towards ensuring better performance and improved recovery outcomes. Project management disciplines applied to the development of the Resilient Recovery Strategy will ensure it is delivered on schedule.

**Ngā korimia ā-muri / Next steps**

18. A further update on strategic planning for recovery together with minor amendments to the recovery section of the Group Plan will be reported to the 30 May 2018 Committee meeting.

**Ngā tāpirihanga / Attachments**

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<tr>
<td>A0</td>
<td>Key Milestones - Strategic Planning For Recovery 2018</td>
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<tr>
<th>Author</th>
<th>Wayne Brown – Principal Recovery Advisor</th>
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<td>Authorisers</td>
<td>Craig Glover - Head of Strategy and Planning</td>
</tr>
<tr>
<td></td>
<td>John Dragicevich - Director Civil Defence and Auckland Emergency Management</td>
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</table>
Civil Defence and Emergency Management Group Committee
28 February 2018

Approval of Group Recovery Manager and update on the Resilient Recovery Strategy.

Attachment A
Item 13

Key milestones: Strategic Planning for Recovery 2018

- 19/03/2018: Local board cluster meetings commence
- 30/05/2018: CDEM Group Committee Meeting: minor amendments to the CDEM Group Plan 2015-321
- 29/08/2018: CDEM Group Committee Meeting: Draft Resilient Recovery Strategy for approval for consultation
- 28/11/2018: CDEM Group Committee Meeting: Resilient Recovery Strategy for adoption

28/02/2018
30/03/2018
30/06/2018
30/09/2018
1/07/2018 - 31/07/2018: Local Board engagement
1/09/2018 - 30/10/2018: Consultation

24/12/2018
Te take mō te pūrongo / Purpose of the report
1. To update the committee on recent developments and upcoming projects at the Ministry of Civil Defence and Emergency Management.

Whakarāpopototanga matua / Executive summary
2. John Titmus and Suzanne Vowles will provide a verbal update.

Ngā tūtohunga / Recommendation/s
That the Civil Defence and Emergency Management Group Committee:
a) receive the verbal update and thank John Titmus and Suzanne Vowles for their attendance.

Ngā tāpirihanga / Attachments
There are no attachments for this report.

Ngā kaihaina / Signatories
<table>
<thead>
<tr>
<th>Author</th>
<th>Authorisers</th>
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<tr>
<td>Suad Allie - Councillor Support Advisor</td>
<td>Craig Glover - Head of Strategy and Planning</td>
</tr>
<tr>
<td></td>
<td>John Dragicevich - Director Civil Defence and Auckland Emergency Management</td>
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National Science Challenge and Natural Hazards Research Platform

File No.: CP2018/01873

Te take mō te pūrongo / Purpose of the report
1. To update the committee on the natural science challenge and natural hazards research.

Whakarāpopototanga matua / Executive summary
2. Suzanne Wilkinson, Professor Auckland University will give the committee a presentation on this matter.

Ngā tūtohunga / Recommendation/s
That the Civil Defence and Emergency Management Group Committee:
a) receive the presentation on the natural science challenge and natural hazards research and thank Suzanne Wilkinson, Professor Auckland University for her attendance.

Ngā tāpirihanga / Attachments
There are no attachments for this report.

Ngā kaihaina / Signatories

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<tr>
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<tr>
<td></td>
<td>John Dragicevich - Director Civil Defence and Auckland Emergency Management</td>
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</tbody>
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