

# Review of Civil Defence Emergency Management for the Wellington Region

## Draft Terms of Reference

June 2017

### Introduction

This document specifies the terms of reference for a review of civil defence emergency management (CDEM) for the Wellington Region. It follows a decision of the Wellington CDEM Group Joint Committee (Joint Committee) on 31 March 2017:

*Supports in principle the proposal to carry out a review of Wellington Region Emergency Management Office (WREMO) and, in particular, the desirability of expanding its role and the services it delivers and requests that the terms of reference for such a review be brought back to the next meeting of the Joint Committee for approval.*

Next meeting of the Joint Committee is 23 June 2017.

This terms of reference proposes that the review be undertaken in a wider context and considers CDEM in the Wellington region.

### Background

#### *Historical context*

The Civil Defence Emergency Management Act 2002 requires each region to have a CDEM Group and prepare a CDEM Group Plan. All planning is built around the 4 R's as required in the Act - Reduction, Readiness, Response, and Recovery.

Members of the wider Wellington CDEM Group comprise:

- The nine councils of the Wellington Region (Greater Wellington Regional Council (GWRC), Wellington City Council, Hutt City Council, Porirua City Council, Kapiti Coast District Council, Upper Hutt City Council, Masterton District Council, South Wairarapa District Council, and Carterton District Council)
- Emergency Services (Police and Fire)
- District Health Boards (Capital & Coast, Hutt Valley, Wairarapa, and Mid Central)
- Welfare service agencies
- Lifelines organisations (Wellington Lifelines Group and Wairarapa Engineering and Lifelines Association)

The CDEM Group is governed by the Joint Committee, which is supported by CDEM Coordinating Executive Group (CEG). Both of these entities are established and defined under the Civil Defence Emergency Management Act, 2002.

WREMO is the semi-autonomous component of the Greater Wellington Regional Council that delivers CDEM services to all nine councils of the region. WREMO was established in July 2012 by the nine councils of the region to provide a holistic, coordinated, and integrated Civil Defence Emergency Management service, in support of the Group Vision: A resilient community, ready and capable. WREMO leads readiness activities and supports councils with their risk reduction, response and recovery responsibilities.

WREMO's founding document is the "Agreement on Joint Civil Defence and Emergency Management Services" dated 27 June 2012, signed by the Chief Executives of all nine councils of the Wellington region. This document articulates the purpose, functions, and principles for WREMO. It has an initial 10-year term and sets a three year period for any notice of termination.

The annual level of service is as specified in the WREMO Annual Plan. Reports against the KPIs are rendered quarterly and passed to the CEG and Joint Committee for adoption. The range of CDEM services are specified in the Agreement on Joint Civil Defence and Emergency Management Services of June 2012, in essence.

Prior to the reorganisation resulting in the creation of WREMO, emergency management services were provided separately by GWRC and the Territorial Authorities (TAs). While there was some coordination of work programmes; differing priorities and separate planning processes, meant the outcomes of the disparate teams were not completely aligned. This along with lessons arising from the Christchurch earthquake experience, the Kestrel Report dated February 2010, and a Ministry of Civil Defence & Emergency Management report (May 2011), meant there were significant opportunities for improvement by rethinking our whole approach to Emergency Management.

The Ministry of Civil Defence & Emergency Management conducts rolling assessments of the capability of all 16 CDEM Groups across the country. The most recent assessments for Wellington were conducted in 2011 and 2015.

The 2015 assessment confirmed there have been significant improvements in the region's CDEM capability since WREMO's establishment. Beyond 2015, development of CDEM has continued further, both within WREMO and CDEM Group organisations.

### ***Current environment***

Recent emergency events have led to a major increase in focus on CDEM and regional resilience at all levels from individual residents, right through to the responsible Minister of government. More is expected, more is being delivered, and we need to structure our organisations and plans to excel in this new and rapidly changing environment. Examples of change underway include:

- Minister establishing a new technical advisory group reporting directly to him comprising representatives from Fire, Police, Health, MCDEM and local government.
- Minister announcing he will conduct a review of CDEM described as: "Better responses to natural disasters and other emergencies in New Zealand". It may consider whether the Act needs a complete rewrite. He has indicated it will cover lines of communication and delegation during emergency activation, as well as capability and capacity.
- The Wellington Regional Resilience Acceleration Group being established to accelerate planning, investment and delivery by central and local government agencies to reduce risks to lives and livelihoods, and enable efficient recovery from a major earthquake or other major emergency in the region.

- The Wellington Regional Resilience Coordination Group being established by CEG to coordinate delivery of a substantial range of regional initiatives; from short term community resilience measures right through to major infrastructure investments.
- WREMO commencing the Group Planning process. And recruiting a new Regional Manager.
- Development of the Wellington Region Earthquake Plan is underway.
- CDEM Group members implementing improvement action plans following post event reviews.

It is in this context that CEG and the Joint Committee determined that it is time to undertake a review of WREMO and consider its future role. It also coincides with it being five years since WREMO's establishment.

## Objectives and scope

The review must address CDEM in the Wellington region, rather than solely focusing on the specific functions of WREMO. This is because the role and services delivered by WREMO cannot be considered in isolation.

The review is to define a preferred future state for the region's CDEM functions in relation to "the four R's", and specify WREMO's role in that context. The review will then identify, at a high level, the changes necessary to deliver that future state, both within WREMO and beyond. The future state should include all organisations having clarity of their role and how we will all work together to maximum benefit.

The scope of the review does not extend to comprehensive independent verification of resilience issues or CDEM capabilities within individual CDEM Group members or within communities. Rather, the review will involve assessing existing documents and information obtained from interviews and workshops, then forming views.

The review is not expected to extend to detail such a redesign of the internal structure of WREMO. This is something that would be considered at a later date as appropriate.

By way of examples, the following topics have been suggested for consideration during the review:

- Clarity of responsibilities and communications between all organisations during peacetime and during a major event. Respect roles should be clear and without gaps or duplication.
- How to optimise our approach to community engagement.
- Are there opportunities to improve through increasing investment in people, systems and facilities? Do we have a consistent standard across the region. Are we capturing the opportunities made available through technology? Are our training and development arrangements fit for purpose?
- Are we prepared for the "Big One"? Do we have the core elements needed to deliver an excellent response?
- What further focus is needed on the recovery phase?

Emphasising these are examples and the Steering Group will define the areas of enquiry in detail.

## Review structure and resources

A review steering group will guide the process. It comprises CEO GWRC, CEG Chair, Deputy Chair Lifelines, and a senior representative from MCDEM. The steering group's role will be to ensure the review progresses in accordance with the terms of reference and providing related executive support if and when appropriate. The steering group will not modify the final report.

The review will be initiated by the new regional manager of WREMO utilising the services of an independent contracted consultant highly experienced in CDEM. Operational support in undertaking the review will be coordinated by the new regional manager.

All organisations represented in the Joint Committee agree to provide input to the review process through, for example, being available for interviews and responding to input requests.

A budget for the review has been estimated at \$50,000 - \$80,000. Once the review is established, the confirmed budget will be reported to the CEG and any over expenditure or variation in this budget will require CEG's approval.

The budget will be funded by the nine WREMO member Councils in the following proportions:

Carterton District Council	1.24%
Greater Wellington Regional Council	28.83%
Hutt City Council	14.83%
Kapiti Coast District Council	7.41%
Masterton District Council	3.53%
Porirua City Council	7.81%
South Wairarapa District Council	1.44%
Upper Hutt City Council	6.07%
Wellington City Council	28.83%

## Methodology

The review should address CDEM in the Wellington region, before addressing the specific functions of WREMO.

1. Review and consider existing recent documentation on civil defence and emergency management in the Wellington region. This includes, but is not limited to:
  - Governing legislation including any recent and pending changes
  - Relevant Ministerial announcements and reports of the new Technical Advisory Group
  - MCDEM assessments
  - Evaluations of the region's response to recent events and updates on subsequent actions
  - Recent quarterly and Annual Reports of WREMO
  - The "Delivering Value for Money – s17A Service Delivery Review" prepared by Bruce Pepperell
  - Key CDEM planning documents including any updates in progress

- The Sendai Framework.
2. Engage with key stakeholders, obtaining and considering their views via either interviews or workshops. They include:
    - Individual organisations that are members of the CEG
    - Subcommittee of the CEG
    - Response Controllers
    - Staff at WREMO; their engagement is particularly important
    - MCDEM
    - Government's Technical Advisory Group
    - Lifelines Group
    - Regional Welfare Coordination Group
  3. Review and consider other examples of best practice civil defence and emergency management from New Zealand and overseas.
  4. Form a view on an improved future state for CDEM in the Wellington region; one that could be achievable in the medium term (less than five years).
  5. Define WREMO's role in that future state of CDEM and the changes that need to take place to make it happen.
  6. Workshop draft recommendations with CEG.
  7. Prepare a final report for the joint Committee.

## Timetable

The following timetable may need to vary depending on the start date of the new WREMO Regional Manager, but will need to align with committee meeting schedules.

Consultant engaged and review commences	early September 2017
Research and interviews completed	early October 2017
Draft report circulated to CEG	mid October 2017
Workshop draft recommendations with CEG	3 November 2017
Final report delivered	mid November 2017
Report presented to the Joint Committee	1 December 2017

The process and timetable for decision making and implementation will depend on the nature of the recommendations and the possible need for decision making processes at each organisation affected. It will also be influenced by the timing and content of announcements from the government's Technical Advisory Group reviewing CDEM nationally.