

Ministry of Civil Defence & Emergency Management

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# BUSINESS PLAN 2009–2012

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**Toward a resilient New Zealand**

30 June 2009

## Foreword

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This Business Plan covers the period 2009/10 – 2011/12 for the Ministry of Civil Defence & Emergency Management (MCDEM). It is the product of planning that takes into account the Minister's priorities, MCDEM's role in the CDEM sector, and recent organisational performance. It identifies the objectives for the organisation during the period.

It is an important aspect of my responsibility as Director to assure the Government, the sector and the public that collectively we have the capacity, the processes and the plans to reduce risks, be prepared and manage emergency events and recovery. This Plan is part of the assurance process and provides staff and stakeholders with the linkages between the vision and goals of the National Strategy, MCDEM's contributions to outcomes, and the initiatives and projects that will be undertaken to contribute to making New Zealand communities more resilient.

Those involved in CDEM share significant responsibilities across most levels of New Zealand society covering hazard and risk management, fostering readiness, and responding to and recovering from emergencies. With responsibilities come challenges and rewards. Our reward is in knowing we contribute to the safety and wellbeing of communities. We will overcome the challenges by understanding and respecting the talents resident in the team and the sector, and through collaboration, combine our skills, initiative and leadership to achieve greater resilience.



A handwritten signature in black ink, appearing to read 'John Hamilton', with a stylized flourish at the end.

John Hamilton

**Director**

30 June 2009

# Part A: Medium term focus 2009/10–2011/12

## 1. Context

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New Zealand's communities and much of our industry and infrastructure will always be at risk from a broad range of hazards. The hazards and risks faced by communities are dynamic and influenced by demographic and social changes, increasing reliance on technology, the impact of climate change, the effects of modification of the natural environment, and improvements to our knowledge and understanding of causes and consequences.

The National Civil Defence Emergency Management Strategy 2008 states the vision for Civil Defence Emergency Management (CDEM) as building:

*“Resilient New Zealand – communities understanding and managing their hazards”*

The strategy acknowledges that not all risks can be reduced to zero but it emphasises managing the consequences. The strategy requires central government agencies, local government, the emergency services, lifeline utilities, and businesses work together to ensure mechanisms are in place for communities to manage their hazards, generate readiness, to provide local response and recovery, and to support continued functioning of communities during an emergency.

The national strategy sets the strategic direction for CDEM in New Zealand for the next 10 years based on programmes that promote the reduction of risk, improve readiness, and maintain an effective response and recovery capability.

## 2. Nature and scope of the work of MCDEM

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### Purpose

Generating ever higher degrees of resilience is accomplished through initiatives across all four Rs of risk reduction, readiness, response, and recovery. It involves working collaboratively with many and varied stakeholders, including individuals and families, communities, commercial enterprises, local authorities, central government departments and agencies, emergency services, welfare agencies, lifeline utilities, science and education providers, international agencies, and non-government organisations.

MCDEM provides the leadership, the strategic guidance, national co-ordination, and the facilitation for activities across the sector and across all four Rs.

The Ministry's purpose is captured in the following statement:

**Leading New Zealand in reducing risk, being ready for, responding to and recovering from disasters**

Understanding the key elements of MCDEM's mission enables us to take them into account across everything we do from daily activities through to the strategic level.

**Leading:** MCDEM will provide leadership and the strategic direction for CDEM, underpinning our work with evidence based analysis, high levels of professionalism, and a commitment to providing high quality products and services.

**Reducing risk:** MCDEM will promote initiatives that identify hazards, research impacts, and reduce risk to communities.

**Readiness:** MCDEM will promote CDEM awareness and preparedness in communities and organisations.

**Response:** MCDEM will have the capacity and capability to support, coordinate and manage the response to an emergency and adapt to changing demands.

**Recovering:** MCDEM promotes the development of robust processes and arrangements to enable a coordinated and holistic recovery process, and has the capacity to manage or coordinate the recovery from an emergency.

## Values and behaviours

The performance and the reputation of MCDEM depend on our people, their skills and their character. Our work can be unpredictable and in some cases is likely to be demanding and conducted under pressure. As a Department of Internal Affairs (DIA) business group, the approach to our work is guided by the DIA principles of valuing people, acting with integrity and providing outstanding service. In addition, MCDEM staff value and will demonstrate the following values:

**Respect:** We aim to provide an environment that values the diversity and strengths of individuals.

**Collaboration:** We aim to provide a supportive and inclusive working environment for all staff.

**Leadership:** We aim to provide strong, consistent and respected leadership

In seeking to provide strong, consistent and respected leadership to the sector, our success is highly dependent on effective collaboration and team effort built on respect for an individual's skills and commitment, the ability to put the needs of others ahead of ourselves, and character that provides adaptability and personal resilience.

## Organisation

MCDEM is organised on functional lines and the structure is shown in Annex 3. As a Business Group of DIA, MCDEM draws support from Business Services for financial management, communications, human resources and information technologies. The Regulation and Compliance Branch provide policy staff assigned specifically to the development of CDEM policy. But the initiatives and work undertaken by MCDEM are not confined to specific units. Staff will work in multi-disciplinary teams drawn from across MCDEM and DIA to ensure the full range of skills and experience resident in the Group can be applied to a particular topic to produce the best result.

## National Crisis Management Centre

The Ministry is the facilities manager responsible for the National Crisis Management Centre (NCMC). When activated for a civil defence emergency, MCDEM is the lead agency and the NCMC is staffed principally by MCDEM staff, supplemented by staff seconded from elsewhere in DIA and other agencies as required by the emergency and arrangements with agencies. When the NCMC is activated for a non-CDEM emergency event in which another agency has the lead, some MCDEM staff will be required to assist with the running of the centre and to provide the civil defence emergency management input.

MCDEM's ability to lead the response to an emergency (in any of the four modes of operation) is a core accountability. Success in this role depends on the combination of individual and team skills and competencies, procedures, systems and training, and relationships with partner agencies and the CDEM Groups.

### 3. Strategic direction

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The Civil Defence Emergency Management (CDEM) sector comprises a diverse range of agencies with different responsibilities and focus, and varying levels of resources and capability. Organisations involved include local authorities, central government departments and agencies, emergency services, welfare agencies, lifeline utilities, science and education providers, international agencies, and non-government organisations.

At the national level, MCDEM provides leadership to the sector through providing direction and co-ordination, assisting with standardisation of local and regional efforts and initiatives, providing a forum for the development of a national perspective or exchange of views, engaging national level bodies, government departments, and organisations, interacting with international agencies in emergency management, and undertaking national public education campaigns. In this work with the sector, MCDEM will achieve the greatest result by facilitation and assisting the efforts of other agencies rather than undertaking the work itself. The challenge is to ensure work is prioritised to best manage scarce resources and to maximise the contribution to generating resilience.

#### Strategic goals for MCDEM

*The National Civil Defence Emergency Management Strategy* sets the following four goals to building a resilient New Zealand:

- Increased community awareness, understanding, preparedness and participation in CDEM;
- Reduction of risks from hazards to New Zealand;
- Enhancing New Zealand's capability to manage civil defence emergencies; and,
- Enhancing New Zealand's capability to recover from civil defence emergencies.

MCDEM's work contributes to all of the four strategic goals.

The Minister of Civil Defence has provided the Director with his priorities for the next three years. He has placed emphasis on undertaking initiatives that foster increased community resilience, including assessing community preparedness, improving logistics co-ordination, and contributing to programmes for adaptation to climate change. The Minister's priorities have been factored into MCDEM's strategic planning and the work programme to be undertaken during the next three years.

The diagram on page 6 "MCDEM Priorities" depicts the linkages between the strategic goal of a Resilient New Zealand, the four intermediate outcomes that are aligned with the goals of the national strategy, and MCDEM's contributions and associated workstreams. Each workstream has a project plan or charter that includes the objective, the team undertaking the work, key milestones and resources assigned to the project. The project plans and charters are held at MCDEM.

## MCDEM Priorities 2009-2012

| Outcome: Safer Communities – Communities are more resilient to hazards and their risks |  |  |  |  |
|--|--|--|--|--|
| Intermediate outcomes  | Increased community awareness, understanding, preparedness and participation in CDEM | Reduction of the risks from hazards to New Zealand | Enhancing New Zealand's capability to manage civil defence emergencies | Enhancing New Zealand's capability to recover from civil defence emergencies |

| Our contributions (and ranking in terms of priority)   |  |   |   |  |   |
|--|--|---|---|--|---|
|  | Maintaining a supportive legislative, strategic, and planning framework – <b>5th</b> | Enhancing the capability of agencies to respond to emergencies – <b>2nd</b> | Undertaking initiatives to foster increased community resilience – <b>1st</b> | Raising the public awareness of the risks associated with New Zealand's hazards – <b>4th</b> | Leading the national response to civil defence emergencies – <b>3rd</b> |
| Projects of three year work programme (in order of priority)<br>■ denotes priority projects. Milestones for these projects are included in section B of this plan. | Management of government financial support   | CDEM Logistics Coordination   | Sector and Community Resilience Programme                                     | Maintain public education strategy (GRGT)  | Information Management Programme  |
|  | Assessments of CDEM functions and responsibilities                                   | CDEM Group Extension programme  | Critical Infrastructure   | Consistent messaging programme   | Alternative NCMC arrangements   |
|  |  | Monitoring and Evaluation Programme   | Hazards Risk Reduction and Research (including climate adaptation)            | Revision and upgrade of What's The Plan Stan resource  | NCMC Development Programme  |
|  |  | CDEM Competency Framework Programme   | Welfare Programme   |  | Wellington Earthquake Initial Response Plan                             |
|  |  | Public alerting   | Recovery Programme  |  | International Engagement  |
|  |  | EOC Guideline   | Tsunami Risk Management Programme   |  |   |
|  |  | Operational Planning  | Marae Preparedness  |  |   |
|  |  | Exercise Pacific Wave preparation   |   |  |   |
|  | MCDEM Courses  |   |   |  |   |

| Enabling activities            |                                 |                         |                    |                           |
|--------------------------------|---------------------------------|-------------------------|--------------------|---------------------------|
| Process mapping and developing | External stakeholder engagement | Performance measurement | Project management | Organisational assessment |

## 4. Key Priorities and Initiatives

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The structure through which civil defence emergency management is undertaken in New Zealand provides well established and sound arrangements for the provision of policy advice and management of operational issues. While we will continue to improve these mechanisms no need is seen for major reviews or adjustments to the arrangements.

Developing resilience is the priority and over-riding theme for MCDEM and the sector. Resilience is the capacity for communities and systems to survive, adapt, and evolve despite threats. The CDEM sector needs to develop tools through which ever greater levels of resilience can be developed in communities and organisations, and to be able to quantify these changes.

The ministerial priorities for MCDEM elevate the importance and resources committed to the following two areas of contributions:

- Undertaking initiatives to foster increased community resilience
- Enhancing the capability of agencies to respond to emergencies

Increasing community resilience is a lengthy process and while enhancing resilience is the priority, we must also continue to enhance the capability and capacity of our CDEM stakeholders and ensure emergencies can be managed effectively and swiftly, and to promote public awareness.

A long-term challenge for the CDEM sector will be to factor the implications of climate change into concepts for hazard and risk management and the development of resilience. MCDEM will continue to work with our partners in science and research to improve the knowledge base on the potential impacts of climate change.

A further challenge will be ensuring that MCDEM exploits the benefits provided by information management systems to enhance the organisation's ability to coordinate and guide the response to and recovery from emergency events. The Department of Internal Affairs has identified the following area as a strategic challenge:

- Introduction of the Emergency Management Information System

The ministerial priorities and Departmental challenges identified above are incorporated, along with the other components, into the MCDEM work programme outlined below. Below are listed the key priorities and initiatives for MCDEM for the period 2009/10 – 2011/12.

### Priority 1: Increase community resilience

We will undertake initiatives to foster increased community resilience. A work programme has been established that will assess the progress made towards greater resilience by developing mechanisms for the development of definitions and indicators of resilience, assess levels of community preparedness, and assess the implications of these findings for the work undertaken in the areas of welfare, lifelines and in critical infrastructure.

We will contribute to hazard risk reduction initiatives by promoting and advocating hazard and risk reduction at the national, regional and local level, providing technical advice, and supporting research efforts including adaptations to climate change.

### Priority 2: Enhancing agencies' response capabilities

Building and maintaining the capabilities of agencies to respond to emergencies will remain a key focus of our efforts during the period. MCDEM will work to support the efforts of the sector and assess progress in developing capability. The monitoring and

evaluation programme is a key to determining the strengths and weaknesses in the CDEM sector. This programme will be launched initially to CDEM Groups with a view to expanding the application to include government agencies and lifeline utilities. The initiatives to be undertaken to enhance response capabilities include the following:

- CDEM logistics co-ordination in response and recovery activities;
- Implementing the CDEM monitoring and evaluation programme;
- Implementing the CDEM Competency Framework. MCDEM will then work with education providers and CDEM stakeholders to identify gaps in sector professional development and support the development and implementation of solutions.
- Supporting CDEM Groups to develop their second generation Group plans.
- The national exercise programme supports assessments of readiness and builds capability. A national exercise, Exercise Pacific Wave is scheduled in 2010 to test warning and readiness for a major tsunami. MCDEM will support CDEM Group exercises as well as support planned national inter-agency exercises.

### **Priority 3: Leading the national response to emergencies**

A further priority for MCDEM will be strengthening our capability to support civil defence emergencies managed at the local level and to manage civil defence emergencies at the national level. A critical element of this will be implementing an enhanced Information Management Programme and the Emergency Management Information System (EMIS). The elements of the programme are expected to be acquired during 2009/10 and installed during 2010/11. The programme and the EMIS will enhance situational awareness and management of the emergency response, provide improved redundancy in emergency communications, and enable the use of alternative emergency operations centres should the NCMC be unavailable.

The introduction of comprehensive NCMC training modules and a training programme for personnel deployed to the Centre in emergencies will enhance the overall capability to support and manage the response to and recovery from civil defence emergencies.

To ensure communities are safer from hazards and their risks, MCDEM maintains the National Warning System (NWS). A 24/7 system monitors information on specific natural hazards and is capable of disseminating warnings to central and local government agencies, some lifeline utilities, and the media. During this period, the NWS will continue to be refined and we will begin specific projects focused on enhancing the public alerting capability.

### **Priority 4: Public awareness**

We seek to ensure that the public is aware and, ultimately, prepared for an emergency. The public education programme centred on the “Get Ready Get Thru” advertising campaign and the “What’s the Plan Stan?” teaching resources for schools will be continued. Ongoing research into the effectiveness of these efforts and determining the changes in the level of preparedness of individuals will be used to inform the continuous refinement of the public education programme.

In addition MCDEM will work with the sector and partner agencies to build consistent messaging – material that provides standardised explanations of the cause and effect of specific hazards and which, ultimately will allow the production of critical public awareness messages.



## Priority 5: Maintaining the CDEM framework

MCDEM in conjunction with DIA will continue working to ensure that the legislative, strategic and planning framework established at the national level, best supports the development of resilient communities. During the period we will review the following aspects:

- Management of government financial support.
- Assessments of CDEM functions and responsibilities.

## Enabling activities

While MCDEM's focus is on leading and facilitating developments in the CDEM sector, the goals will not be achieved without development of MCDEM staff and improving internal business processes. It is intended to undertake the following enabling activities during the period:

- Establish a formal individual staff development programme.
- Maintain the Blanchard's situational team leadership and team performance programme.
- Refine processes for staff engagement and internal communications.
- Provide project management training to key staff.
- Establish an enhanced internal performance measurement process.
- Refine the external stakeholder engagement processes.
- Conduct an independent external benchmark review of organisational performance.
- Process mapping and process development
- Outcome and Impact Measures

## Outcome and impact measures

MCDEM is developing impact and outcome measures for each of the four intermediate outcomes that contribute towards the outcome of safer communities – communities more resilient to hazards and their risks.

Measurement of the achievement of the intermediate outcomes has been enhanced by their alignment to the four goals of the Strategy. Measures are being developed on the contribution of projects within the work programme towards the four goals of the National CDEM Strategy and their subordinate objectives. As the project management system is strengthened across MCDEM, the range of measures developed for assessing contribution to outcomes will increase.

The most well developed impact and outcome measures are for the intermediate outcome of increased community awareness and understanding. As part of the public education programme, the impact of the ongoing advertising campaign and the changes in the level of awareness and preparedness are assessed each year. The table below outlines the outcome measures that have been developed for the intermediate outcome of public awareness.

| Desired impact  | Indicators of success  | Desired result/trend |
|---|--|----------------------|
| National advertising campaigns support increasing public understanding of hazards leading to greater preparedness for civil defence emergencies | Percentage of people who understand the effects of disasters | Increase over time   |
|   | Percentage of people who are prepared at home                | Increase over time   |
|   | Percentage of people who are prepared at home and work       | Increase over time   |

The Department is developing monitoring and evaluation mechanisms that will provide assurance that the CDEM sector is complying with its obligations, achieving its objectives, and making progress towards the purposes of the CDEM Act and the goals of the National CDEM Strategy. Once the monitoring and evaluation programme is in place, the information collected will provide a means to assess the level of capability developed across the CDEM sector. It will also provide a set of indicators on the development of resilience across the CDEM sector that could be employed to assess the impact of the Department's contributions.

## 5. Operating budget

The Table below indicates the estimated baseline operating budget for MCDEM.

| Operating budget  | 2009/10<br>baseline (\$000) | FTEs | 2010/11<br>baseline (\$000) | FTEs | 2011/12<br>baseline (\$000) | FTEs |
|-------------------|-----------------------------|------|-----------------------------|------|-----------------------------|------|
| <b>Department</b> | 10,075                      | 36   | 10,353                      | 36   | 10,391                      | 36   |
| <b>Crown</b>      | 989                         | 0    | 989                         | 0    | 989                         | 0    |
| <b>Total</b>      | 11,064                      | 36   | 11,342                      | 36   | 11,380                      | 36   |

### Notes:

1. The PEP budget is \$1.22M per annum.
2. The annual budget from FY10/11 includes provision of \$1.01M per annum for support and maintenance of the EMIS.
3. The budget includes \$0.889M for payment of subsidy to local authorities.

## 6. Capital Budget

The capital programme for MCDEM for the following three years is outlined in the table below. Each item is subject to separate approval processes.

| Capital Budget                                  | 2009/10 budget<br>(\$000) | 2010/11 forecast<br>(\$000) |
|---|---------------------------|-----------------------------|
| IM Development Programme (EMIS)                 | 2,800                     |                             |
| 10 motor vehicles                               | 285                       |                             |
| IT Infrastructure – NCMC Network<br>(proposed)  | 116                       |                             |
| Monitoring and Evaluation<br>database(proposed) | 60                        |                             |
| External video conferencing (proposed)          | 26                        |                             |
| PABX Upgrade                                    |                           | 200                         |
| <b>Total</b>                                    | <b>3,287</b>              | <b>200</b>                  |

# Part B: Focus for 2009/10 financial year

## 7. Context

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The 2009/10 year will see a realignment of MCDEM's effort as it adjusts its work programme to reflect the new government's priorities, enhances its capability to respond to events, and work to deliver better value for money in the outputs we produce.

The new ministerial priorities and objectives outlined in Part A of the business plan has led to initiation of new projects that need to be scoped, planned, resourced, and implemented. Other areas of work have also been accelerated with the consequent need to realign resources.

MCDEM will continue to enhance its capability to respond and to manage emergencies at the national level through the ongoing development of its processes and training, and the acquisition of the Emergency Management Information System (EMIS).

Emphasis on creating value for money by maximising the delivery of quality outputs within existing baselines will be an important aspect of the work undertaken in the 2009/10 financial year. The current economic climate and consequent fiscal pressures has underlined the importance for all government agencies to seek possible savings through efficiency gains or to reprioritise resources towards higher value areas of activity. MCDEM will be examining means to provide smarter, better services for less.

## 8. Outputs

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There are three main outputs for Vote Emergency Management, each comprising two subsets of activity. The outputs for Emergency Management in 2009-10 are:

- Management of National Emergency Readiness, Response and Recovery comprising:
  - Monitoring of emergency events, and
  - Management of emergencies.
- Contributing to policy advice for civil defence emergency management comprising:
  - Civil defence emergency management policy advice, and
  - Ministerial correspondence and advice.
- Support Services, Information and Education comprising:
  - Emergency sector support and development, and
  - Community information

Performance information for the components of Management of National Emergency Readiness, Response and Recovery, and the Support Services, Information and Education are outlined below.

## Monitoring Of emergency events

This output involves the monitoring of emergency events, and the provision of national alerts and warnings.

| Results information   | Performance standard |
|---|----------------------|
| Percentage of local authorities/CDEM Groups, government agencies, lifeline utilities that rate their satisfaction with the quality of information provided for monitoring events and incidents at 3 or above on a scale of 1 to 5, as measured by the annual stakeholder survey, is no less than: | 80%                  |
| Percentage of national warnings issued within 30 minutes after the identification of a pending event is:  | 100%                 |
| Percentage of addressees that successfully receive national warning messages during tests is no less than:  | 95%                  |
| Number of National Warning System tests conducted is no fewer than:   | 4                    |
| Provide advice to local authorities / CDEM Groups, government agencies and lifeline utilities of events and incidents that have the potential to lead to civil defence emergency declarations.  | As required          |
| Cost  | \$000 (GST excl)     |
| Mains allocated for output in 2009/10.  | 804                  |

## Management of emergencies

This output involves:

- the development and maintenance of national level readiness capability. The services provided include maintaining the NCMC in a state of readiness, including ensuring an appropriate level of training within MCDEM;
- the coordination and management of central government response and recovery activities to local, regional and national civil defence emergencies;
- administration of central government emergency and response and recovery expenditure; and
- the evaluation of the impacts of emergencies, and the evaluation of recovery strategies, and management of the National CDEM Plan.

| Results information  | Performance standard |
|--|----------------------|
| Attendance and participation of personnel in NCMC staff development is no less than:   | 90%                  |
| Percentage of NCMC activations of mode 2 or higher during an emergency event that are reviewed to determine any lessons identified is no less than:              | 100%                 |
| Percentage of lessons identified from reviews and debriefs of NCMC activations for emergency events are noted and followed up within six months is no less than: | 100%                 |
| Percentage of activations where the NCMC is appropriately staffed according to the mode of activation within 2 hours from a decision to activate is:             | 100%                 |
| Coordinate and manage the staffing of the NCMC during extended activations in accordance with the requirements of the Response Concept of Operations.            | Achieved             |
| Number of NCMC staff development sessions held is no fewer than:   | 10                   |
| Number of equipment checks confirming functionality of all NCMC systems.   | 12                   |
| Cost   | \$000 (GST excl)     |
| Mains allocated for output in 2009/10.   | 3,471                |

## Emergency sector support and development

This output involves the provision of support, advice, guidelines, best practice, monitoring and assistance to the civil defence emergency management sector, including assisting CDEM Group development and planning. It also involves working with the civil defence emergency management sector, employer agencies and educational providers to develop the means, content of, and standards for, professional development of civil defence emergency management practitioners.

| Results information   | Performance standard    |
|---|-------------------------|
| Percentage of CDEM Groups that rank their satisfaction with the level of service provided by regional emergency management advisors at 3 or above on a scale of 1 to 5, as measured by stakeholder surveys is no less than:       | 80%                     |
| Percentage of attendees who are satisfied with the education or training interventions attended, as measured by course satisfaction surveys, is no less than:   | 85%                     |
| Percentage of stakeholders who receive MCDEM's newsletters/ updates that rate their satisfaction with the quality of the publications at 3 or above on a scale of 1 to 5, as measured by the stakeholder survey, is no less than: | 90%                     |
| Percentage of stakeholders that rank their satisfaction with the quality of guidelines, codes, technical standards developed by MCDEM at 3 or above on a scale of 1 to 5, as measured by stakeholder surveys, is no less than:    | 80%                     |
| Number of CDEM readiness and response exercises participated in and/or evaluated:   | 8                       |
| Number of newsletters/updates provided to the CDEM sector:  | 16                      |
| Develop or review guidelines, codes, technical standards or other CDEM sector information publications.   | 1-3                     |
| Deliver or sponsor education or training interventions in consultation with the emergency management sector and other relevant organisations.   | 6                       |
| <b>Cost</b>   | <b>\$000 (GST excl)</b> |
| Mains allocated for output in 2009/10.  | 3,891                   |

## Community information

This output involves the development of long-term national programmes to raise individual and community awareness and preparedness.

| Results information  | Performance standard    |
|--|-------------------------|
| Mass-media promotional activity is delivered through television, radio, print, and the web in accordance with the Public Education Programme.  | Achieved                |
| The level of public awareness of the television campaign, as measured by the annual survey, which forms part of the Public Education Programme, is greater than:                     | 50%                     |
| The 'What's the Plan, Stan' schools programme is delivered through the ongoing development and promotion of the resource in accordance with the national Public Education Programme. | Achieved                |
| <b>Cost</b>  | <b>\$000 (GST excl)</b> |
| Mains allocated for output in 2009/10.   | 1,909                   |

## Policy advice – emergency management

The performance information for the contribution to policy advice for civil defence emergency management is not included here as the performance measurement of that responsibility rests with the Regulation and Compliance Branch of the Department that includes the CDEM Policy team. The output of Policy Advice – Emergency Management covers:

- policy advice and information on matters relating to civil defence and emergency management. Policy advice also involves preparing ministerial briefings and speech notes, and providing support for the Minister of Civil Defence, as required, in Cabinet committees, select committees and Parliament.
- draft replies to ministerial correspondence, Official Information Act 1982 requests, Ombudsman's inquiries and parliamentary questions addressed to the Minister of Civil Defence or referred from other Ministers

## 9. Business group initiatives and projects

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The 2009/10 – 2011/12 Business Plan shows the full suite projects and workstreams that will be undertaken by MCDEM during the period 2009-2012 and indicates how projects and workstreams contribute to national goals and the attainment of the vision of a Resilient New Zealand. The critical projects that will be undertaken by MCDEM during 2009/10 are:

- CDEM logistics co-ordination.
- Sector and community resilience programme.
- Information management programme.
- Monitoring and evaluation programme.
- CDEM competency framework.
- Critical infrastructure resilience.
- Alternative NCMC arrangements.

The milestones for these projects are outlined in annex one below.

Performance in these critical projects during 2009/10 will be monitored and reported through the MCDEM project reporting system, through the DIA reporting system to the Chief Executive and the Executive Leadership Team, and to the Minister as appropriate.

## 10. Capability

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MCDEM goes into the year with a full complement of staff. There is a need, however, to continue to ensure staff have the personal attributes and competencies that enable them to perform at their highest level individually and as members of the team in routine business and in the response mode. During this year the MCDEM Management Team will continue with the Blanchards' facilitated programme of situational team leadership and team performance programme. In addition we will develop a formal layered structure for individual staff development and refine the processes for staff engagement and internal communications.

The Emergency Management Information System (EMIS) will be acquired during the year. The EMIS will enhance the ability to manage major emergencies but it will probably also require some adjustments to our crisis management procedures. It is intended that the vendor for the IM Programme deliver a full training package. All staff will be converted to the new EMIS during 2011. This is a critical aspect and is likely to consume considerable effort.

Toward the end of 2009/10 we will establish mechanisms, which in a major emergency and NCMC activation, provide for MCDEM staff to be supplemented by others, and ensure that the supplementary staff are trained for their tasks and maintain personal readiness.

## 11. Risk management

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MCDEM has identified four main risks to the achievement of its outcomes and objectives. Each of the risks identified have the potential to undermine the management of an event and therefore leave communities exposed to avoidable risk. The four key risks are:

- MCDEM would be unable to respond effectively to major emergencies
- Emergency overwhelms national capacities
- CDEM Group or territorial authority fails to comply with CDEM Act
- Loss of confidence and trust in MCDEM

The management of these risks are the responsibility of the Director of Civil Defence Emergency Management. In annex two below the key risks are outlined in greater detail along with the assessed level of risk (likelihood and impact) and the mitigation strategies that are being put in place.

## 12. Monitoring review and reporting

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Performance and progress towards the goals set in the Business Plan for 2009/10 will be monitored and reviewed by the Management Team each month by receiving reports from Unit Managers or Team Leaders. The MCDEM Management Team will adjust priorities and resource allocations as required.

The Group's performance in the identified priority areas (community resilience, enhancement of agencies' capabilities, and the Information Management Programme) will be reported to the Chief Executive and ELT through the Headliner report.

The Minister will be provided with a fortnightly Status Report of progress and issues, a Quarterly Report on the key performance areas and achievements for identified priorities, and briefings on specific projects and developments as they arise.

## 13. Financials

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At the beginning of FY2009/10, MCDEM employed 36 members employed directly and the equivalent of 10 full time positions were employed by other DIA Business Groups but directly associated with CDEM. This latter group include the functions of CDEM policy, HR, financial management, and communications. The staff levels of MCDEM and the other staff committed to CDEM from other DIA business groups are not expected to vary significantly during the period of the plan.

**Budget – Baseline operating 2009/10 (\$000) based on mains 09/10**

| Revenue                      | DO         | SDBS         | OPS          | NCMC       | SS           | DEV          | COMS      | PEP          | Total         |
|------------------------------|------------|--------------|--------------|------------|--------------|--------------|-----------|--------------|---------------|
| Crown revenue                | 0          | 9,940        | 0            | 0          | 0            | 0            | 0         | 0            | 9,940         |
| Third party<br>(anticipated) | 15         | 9            | 27           | 0          | 23           | 61           | 0         | 0            | 135           |
| <b>Total costs</b>           | <b>15</b>  | <b>9,949</b> | <b>27</b>    | <b>0</b>   | <b>23</b>    | <b>61</b>    | <b>0</b>  | <b>0</b>     | <b>10,075</b> |
| Personnel                    | 370        | 223          | 711          | 0          | 784          | 1,475        | 0         | 0            | 3,562         |
| Operating                    | 47         | 1,534        | 41           | 80         | 40           | 316          | 30        | 1,220        | 3,307         |
| Accommodation                | 0          | 449          | 0            | 45         | 0            | 92           | 0         | 0            | 586           |
| Depreciation                 | 0          | 72           | 0            | 70         | 0            | 143          | 0         | 0            | 285           |
| Capital charge               | 0          | 44           | 0            | 39         | 0            | 28           | 0         | 0            | 111           |
| Projects budgets             | 90         | 1,128        | 333          | 0          | 209          | 427          | 36        | 0            | 2,223         |
| <b>Total Costs</b>           | <b>506</b> | <b>3,451</b> | <b>1,084</b> | <b>233</b> | <b>1,033</b> | <b>2,481</b> | <b>66</b> | <b>1,220</b> | <b>10,075</b> |
| <b>FTEs</b>                  | <b>3</b>   | <b>3</b>     | <b>7</b>     | <b>0</b>   | <b>8</b>     | <b>15</b>    | <b>0</b>  | <b>0</b>     | <b>36</b>     |

**Notes:**

|      |  |
|------|--|
| DO   | Director's Office                        |
| SS   | CDEM Specialist Services                 |
| SDBS | Strategic Development & Business Support |
| OPS  | Operations                               |
| DEV  | CDEM Development                         |
| COMS | Communications                           |
| NCMC | National Crisis Management Centre        |
| PEP  | Public Education Programme               |



## Annex One: Project contributions and milestones for 2009/10

| Initiative  | Project                                   | Milestones   |
|---|---|--|
| <b>Undertaking initiatives to foster increased community resilience</b>                                       | Sector and community resilience programme | 1. Develop framework and indicators for reporting on the state of community resilience by 30 June 2010.  |
|   |   | 2. Produce interim Resilience Report Card by 30 June 2010.   |
|   |   | 3. Develop toolkit for Community Engagement by 20 December 2009.   |
|   |   | 4. Develop toolkit for Building Community Resilience Phase 1 by 20 December 2009.  |
|   |   | 5. First draft of the Toolkit for Local Government for Integration of Community Outcomes with CDEM, RMA and LTCCP Natural Hazards Planning by July 2010. |
|   | Critical infrastructure                   | 1. Develop food continuity arrangements with the Fast Moving Consumer Goods sector by 30 June 2010.  |
|   |   | 2. Develop draft National CDEM Fuel Contingency Plan with fuel sector and CDEM sector by 30 June 2010.   |
|   |   | 3. Develop guidelines for Lifeline Utility Coordination in Emergency Operations Centres by 30 June 2010.   |
| 4. Implement Sector Coordinating Entities for lifeline sectors of gas, electricity, and fuel by 30 June 2010. |   |  |
| <b>Enhancing the capability of agencies to respond to emergencies</b>   | CDEM logistics Coordination               | 1. Develop a national CDEM Logistics System by June 2010.  |
|   |   | 2. Ascertain current (local) resource capacity by December 2009.   |
|   |   | 3. Publish EOC Guideline by December 2009.   |
|   | Monitoring and Evaluation Programme       | 1. Sector consultation completed by September 2009.  |
|   |   | 2. Issue the CDEM Capability Assessment Tool by November 2009.   |
|   |   | 3. Develop an on-line Capability Assessment Tool by June 2010.   |
|   | CDEM Competency Framework                 | 1. Role mapping process completed by 30 May 2010.  |
|   |   | 2. Complete comparative analysis of existing learning opportunities by 1 March 2010.   |
|   |   | 3. Prioritise areas for development or redevelopment by 30 March 2010.   |
|   |   | 4. Contribute to the development or redevelopment 4-6 education or training interventions by 30 June 2010.   |
| <b>Leading the national response to civil defence emergencies</b>   | Information Management Programme          | 1. Signing of contract with supplier of Emergency Management Information System (EMIS) by 31 December 2009.  |
|   |   | 2. Deployment of EMIS by 30 June 2010.   |
|   | Alternative NCMC Arrangements             | 1. Determine Alternative NCMC requirements by September 2009.  |
|   |   | 2. Conduct environmental scan and assess options by October 2009.  |
|   |   | 3. Scope and recommend options by December 2009.   |

## Annex two: Key risks identified by MCDEM

| Key risk area  | Components of risk area           | Nature of risk   | Likelihood | Impact | Treatment   |
|--|-----------------------------------|--|------------|--------|---|
| <b>MCDEM unable to respond effectively to major emergencies</b>          | Insufficient staff                | Sustained activation of the NCMC less effective.   | Medium     | High   | Develop and implement staff supplementation programme for DIA and other agencies  |
|  | Inadequate staff training         | The effectiveness of NCMC operations undermined.   | Medium     | High   | Develop and implement NCMC training programme for staff   |
|  | Inadequate processes              | Processes poorly suited to demands that undermine the effectiveness of the NCMC response.                      | Medium     | High   | Continue development, testing and refinement of NCMC processes.   |
|  | Inadequate facilities and support | Undermine effectiveness of NCMC operation due to lack of support or facilities required for significant event. | Low        | High   | Develop and implement the NCMC improvement programme, including access to alternative and additional facilities and acquisition of Emergency Management Information System.   |
| <b>Emergency overwhelms national capacities</b>                          |                                   | Large scale event exceeds current capabilities, preventing a response of desired scale and effectiveness.      | Low        | High   | Develop and implement programme for logistics coordination.<br><br>Apply and enhance arrangements for support from lifelines, New Zealand Defence Force, and businesses.<br><br>Apply and enhance existing arrangements for international assistance. |
| <b>CDEM Group or territorial authority fails to comply with CDEM Act</b> |                                   | CDEM Group or territorial authority failure to comply with the CDEM Act creates avoidable risk to communities. | Medium     | High   | Implement the monitoring and evaluation programme.<br><br>Engage with CDEM Groups and territorial authorities to promote actions in accordance with CDEM Act.<br><br>Implement Competency Framework to provide better training opportunities.         |
| <b>Loss of confidence and trust in MCDEM</b>                             |                                   | Misperception of MCDEM role or performance undermines trust in advice and guidance.                            | Medium     | Medium | Ongoing engagement with the media and the CDEM sector to improve understanding and awareness of MCDEM's role and the function of its systems.   |

# Annex three: MCDEM organisational chart as at 30 June 2009



