

BUSINESS PLAN 2010-2011

30 June 2010



**Ministry of Civil Defence
& Emergency Management**

Resilient New Zealand | Aotearoa Manahau

Level 9, 22 The Terrace | PO Box 5010 | Wellington | NEW ZEALAND

Tel: +64 4 473 7363 | Fax: +64 4 473 7369 | emergency.management@dia.govt.nz | www.civildefence.govt.nz

Contents

Foreword	3
Part A: Strategic	4
1. Context.....	4
2. Strategic framework	4
3. Ministerial priorities for 2010/11.....	8
4. Financial parameters.....	9
Part B – Operational	10
1. Outputs.....	10
2. MCDEM work programme and strategic initiatives financial year 2010/11	11
3. Capability development	17
4. Performance Measures.....	17
5. Risk Management.....	22
6. Operating budget	23
7. Capital expenditure	23
Annex 1: Project Milestones and Deliverables for 2010/11.....	24
Annex 2: Outcome and impact measures	26
Annex 3: Key risks identified by MCDEM	28
Annex 4: MCDEM organisational chart as at 1 July 2010.....	29

Foreword

This business plan covers the period 2010-2011. It is the product of a planning process that joins the needs of the CDEM sector with the roles and responsibilities of MCDEM, the resources available and the expectations of key stakeholders. It shows the work the Ministry intends to undertake during the period and depicts how that contributes to Government objectives and Ministerial priorities. The plan provides staff and stakeholders with the linkages between the vision and goals of the national CDEM strategy and MCDEM's projects and work plans that contribute to making New Zealand communities safer and more resilient.



We face another busy and challenging year. In addition to our responsibility to be ready to monitor and support response activities, this year we will rollout the Emergency Management Information System, complete the assessment of civil defence capabilities including an independent assessment of the Ministry's position, improve logistics co-ordination, and develop improvements to our ability to operate the National Crisis Management Centre in a prolonged emergency. We will continue to work with the CDEM sector to implement issues identified by the capability assessments, investigate the options for a telecommunications based public alerting system, assist with enhancing community resilience, and provide support for training and professional development of staff and volunteers.

I am confident we are on the right track and have the drive and resources to continue to improve capacities and capabilities in risk reduction, readiness, response and recovery at all levels of the sector. I look forward to your contributions throughout the year as we work together to make New Zealand resilient.

A handwritten signature in black ink, appearing to read 'John Hamilton', written in a cursive style.

John Hamilton

Director

23 July 2010

Part A: Strategic

1. Context

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.

Goal of a Resilient New Zealand

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 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.

The national strategy sets the strategic direction for CDEM in New Zealand until 2018.

The strategy acknowledges that not all risks can be reduced to zero but it emphasises managing the consequences. This requires close coordination across the sector 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.

MCDEM's work contributes to all of the four strategic goals and it works with the CDEM sector comprising 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.

2. Strategic framework

Government objectives and policy drivers

The Government has set out clear direction on the objectives and policy drivers for the public sector, including:

- Reducing vulnerability to adverse events
- Improving public services

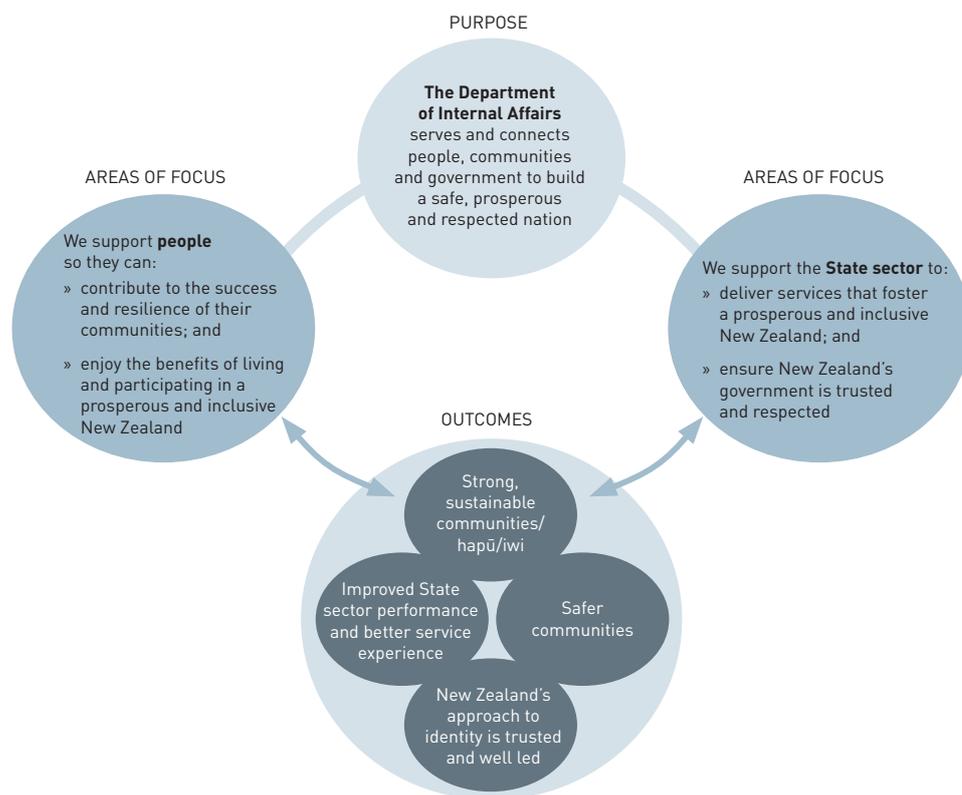
MCDEM's focus on generating resilience is aligned with the government's key objective of reducing New Zealand's vulnerability to adverse events. Continued prosperity and growth of New Zealand communities is enhanced by the development of resilience against the range of hazards and risks present in New Zealand. The sustainable development and stability of New Zealand communities is dependent on the capability to minimise and quickly adapt to and recover from the adverse impacts from natural

or man-made emergencies. An ongoing risk is the potential disruption caused by a low probability but high consequence emergency event. New Zealand has not recently experienced such an event. But a major earthquake, volcanic eruption, or tsunami could cause significant loss of life and damage to communities.

MCDEM is seeking to enhance public services through the development of its own capability to respond to emergency events and support other agencies' capability to operate during and after civil defence emergencies. Effective response requires services to be provided at the fullest possible level in an emergency to support the restoration of communities adversely affected.

Department of Internal Affairs purpose and areas of focus

As a business group within the Department of Internal Affairs, MCDEM's operation is aligned with the wider Department. MCDEM's purpose and function is captured by both the purpose statement and areas of focus of the Department of Internal Affairs. "The Department of Internal Affairs serves and connects people, communities and government to build a safe, prosperous and respected nation". MCDEM acts across multiple levels of society to ensure that the appropriate connections are formed, and contributes to safety and prosperity through enhanced resilience to disasters. As the civil defence emergency management authority, MCDEM aims to establish a reputation of trust and respect.



Department of Internal Affairs strategic framework

MCDEM's role

MCDEM seeks to provide national leadership in the CDEM sector to ensure the most efficient and effective path towards enhanced resilience.

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 in all we do.

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 and research hazards, their impacts, and develop ways to reduce risk to communities.

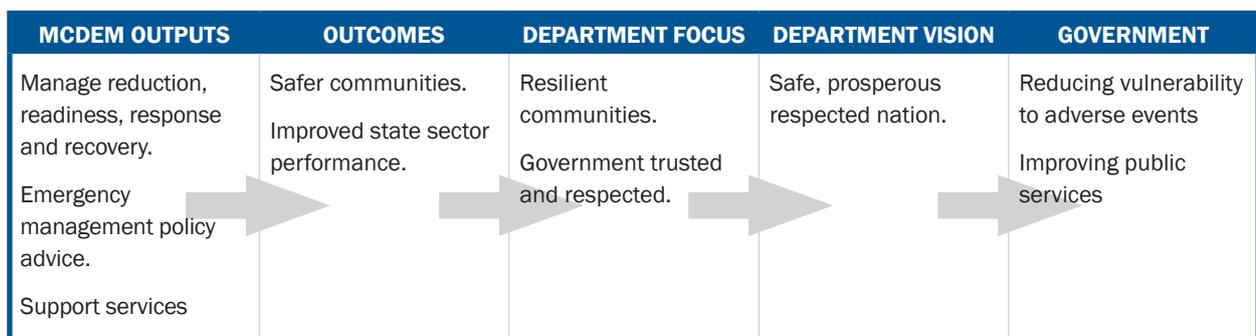
Readiness: MCDEM will promote CDEM awareness and preparedness in communities and organisations.

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 will ensure we have the capacity to manage or coordinate the recovery from an emergency.

MCDEM provides leadership through:

- Leading the national management of civil defence emergencies
- Supporting the development of capability across the CDEM sector
- Public education and communication
- Maintenance of a supportive legislative and strategic framework.



As the lead government agency for civil defence emergency management, MCDEM is responsible for the following:

- MCDEM has the mandate and responsibility for managing civil defence emergencies at the national level. MCDEM's ability to coordinate the national level response to civil defence emergencies is a core accountability.
- MCDEM is the facility manager for the National Crisis Management Centre (NCCMC) and will operate the centre during a civil defence emergency. When the NCCMC is activated for a non-CDEM emergency event in which another agency has the lead, some MCDEM staff will be required to provide support. MCDEM operates the National Warning System to distribute messages across the CDEM sector and to the media. MCDEM staff require a level of training and competence to perform operational roles and must be supported by appropriate procedures, systems and training.

- MCDEM facilitates sector development through providing direction and advice, 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, and interacting with international agencies in emergency management.
- MCDEM leads the national CDEM public education programme and consistent messages. The Ministry coordinates and funds an extensive programme across mass media and through the school education system to improve public awareness and preparedness.
- The Director holds responsibility for ensuring that the legislation and strategic framework that guides the sector and the Ministry are appropriate and reflect current understanding of best practice in emergency management.

MCDEM is largely based in Wellington to provide the national level response capability and centralised expertise and guidance to the sector. But regional staff based in Auckland, Christchurch and Wellington provide direct guidance and support to local and regional capability development. MCDEM has a functional structure (see Annex 4 for organisational chart) with three main units plus two additional teams from other parts of the Department of Internal Affairs. Initiatives and work undertaken by MCDEM are not confined to specific units. Staff work within multi-disciplinary teams to ensure that the full range of skills and experience are employed.

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.

Outcome contribution

MCDEM contributes directly to two of the Department's outcomes:

- Safer communities
- Improved state sector performance and better service experience

The Safer Communities outcome is about ensuring New Zealand communities are safer because threats and risks to their safety have been minimised and effectively managed. When communities are safe, people can participate fully in their communities and enjoy the benefits of living in New Zealand. MCDEM's contribution towards the Safer Communities occurs through the engagement of communities and supporting communities becoming more resilient.

The Ministry will engage communities through the mass media campaign 'Get Ready, Get Thru' and the school programme 'What's the Plan, Stan?' to raise public awareness of hazards and the importance of preparedness. The Ministry will also support the sector efforts to engage communities through the provision of resources and advice on

community engagement to enhance readiness.

MCDEM contributes to the enhancement of communities through its leadership role in the CDEM sector and support to the development of capability. The Ministry routinely engages and supports the stakeholders in the CDEM sector to assist them in meeting their responsibilities under the CDEM Act 2002 and in enhancing resilience in their areas.

MCDEM supports state sector performance as the lead agency for civil defence emergencies and by supporting the national crisis management system. MCDEM maintains the National Crisis Management Centre (NCMC) – the all of government facility for emergency management. Through maintenance of the facility, MCDEM supports other government agencies with lead agency responsibilities: Police for terrorism; the Ministry of Agriculture and Forestry for biological emergencies; and the Ministry of Health for pandemics. Effective government responses to emergency events are essential for minimising adverse impacts on communities and maintaining confidence in the management of such events. MCDEM's support to other agencies in this area is an important contribution to state sector performance.

3. Ministerial priorities for 2010/11

The immediate focus and priority for the Ministry is determined by priorities set by the Minister of Civil Defence. For the 2010/11 financial year, the Minister has identified three priorities:

Priority 1: Complete a nationwide assessment of current civil defence capability

The objective is to complete assessments of all 16 CDEM Groups by the end of the financial year alongside assessments of other agencies with obligations under the CDEM Act (government departments, emergency services, and lifelines). Once the assessment process has been completed, analysis of the data collected will provide a picture of the state of civil defence emergency management and identify further areas for improvement.

Priority 2: Develop national guidance on Civil Defence Emergency Management logistics coordination

A national framework for CDEM logistics coordination is a current gap in capability. A programme of work will be undertaken to identify international best practices and then adapt these approaches to New Zealand requirements through consultation with the sector. A Director's Guideline will be developed to ensure common understanding and standardisation across the sector. Support will then be provided for the deployment of the logistics coordination system.

Priority 3: Enable the National Crisis Management Centre to operate during extended civil defence emergencies

To ensure that the National Crisis Management Centre will be able to operate for extended civil defence emergencies, capability will be sought from other parts of the Department of Internal Affairs and selected agencies. The Ministry will be engaging the Officials' Committee for Domestic and External Security to gain their commitment of additional staff to the NCMC in an emergency. Once staff have been committed, an extensive training programme will be rolled out and maintained to provide the ongoing pool of trained personnel.

Priority 4: Rollout of a CDEM Emergency Management Information System

The acquisition of an Emergency Management Information System (EMIS), as part of the enhancement of MCDEM information management, was a key ministerial priority for the 2009/10. The rollout will now be a major effort over the 2010/11 financial year. MCDEM has selected E-Sponder as its supplier and configuration work has commenced. The system will not only support the functioning of the NCMC but also enhance capability across the CDEM sector with it being made available to CDEM Groups and territorial authorities.

4. Financial parameters

MCDEM's delivery on these government objectives and priorities will be implemented within the realities of a fiscally constrained environment. The baseline funding for the Ministry has remained fixed for 2010/11. Along with the rest of the Department, MCDEM has reviewed its allocation of funding through the Baseline Alignment Process to ensure that allocation of funding has been directed towards priorities. Any additional costs, including remuneration increases, will be absorbed within the existing baseline. Funding for the acquisition and deployment of the Emergency Management Information System has been continued over into the 2010/11 financial year.

The Department continues to seek improvement in the effectiveness of expenditure undertaken. A value for money programme has already generated savings. MCDEM will be seeking greater efficiencies in expenditure and better targeting of spending. In addition to the wider programme across the Department, MCDEM is undertaking an internal programme aimed at improved effectiveness through development of better business processes and performance management.

Part B – Operational

This section provides an overview of the allocation of effort by which MCDEM will be achieving the objectives and goals set out in Part A over the 2010/11 financial year and indicates planned activities for the period up to the end of financial year 2012/13.

1. Outputs

The Department of Internal Affairs and MCDEM are funded through Vote: Emergency Management to delivery outputs in support of the outcomes and objectives outlined above. The Department's contribution to the Vote: Emergency Management includes the following three outputs:

(i) Management of national emergency readiness, response and recovery

This involves:

- Monitoring, responding to, and managing the recovery from events outside the capability of local CDEM organisations;
- Maintaining the NCMC in a state of readiness and provide for an Alternate NCMC;
- Provision of training to personnel to operate the NCMC during a major emergency event;
- coordinating and managing central government response and recovery activities to local, regional and national civil defence emergencies; and
- administering central government emergency response and recovery expenditure.

(ii) Policy advice – emergency management

Policy advice is delivered by the CDEM Policy of Regulation and Compliance in coordination with MCDEM. This output 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.

(iii) Support services, information and education

The output covers:

- developing and implementing policies and projects that will support development of capability and the undertaking of activities within the CDEM sector;
- the provision of support, monitoring, information, frameworks, guidelines and professional development for the CDEM sector; and
- developing and delivering long-term national programmes to raise individual and community awareness and preparedness.

The specifics of the outputs and the performance measures specified in the output plan for 2010/11 are outlined in the performance measures section below. The exception is the detail on the output for Policy Advice that is provided by Department of Internal Affairs from the Regulation and Compliance Branch.

2. MCDEM work programme and strategic initiatives financial year 2010/11

The ministerial priorities identified above have been incorporated into the MCDEM work programme alongside other initiatives. The work programme for financial year 2010/11 is organised in two parts: ongoing activity; and strategic initiatives.

A: ONGOING ACTIVITY

Ongoing activity is business that has been incorporated into the routine operation of MCDEM and does not require project management. It represents the ongoing delivering of outputs and services rather than the development of new capability or provision of additional services. This work is planned and managed by individual MCDEM teams.

TEAM	UNITS	AREA OF WORK
Operations	National Operations	Maintenance of NCMC and staff readiness
		Oversight of National Warning System and Duty Team arrangements
		Oversight of the National Exercise Programme and providing for CDEM exercises.
		Liaison with sector on operational arrangements
	National Planning	National CDEM Plan and Guide to the National CDEM Plan
		Operational planning support and development of supporting plans to the National CDEM Plan
		Oversight and delivery of the Monitoring & Evaluation programme
Business continuity management		
Development	CDEM Sector Support	National coordination and advice to sector areas (lifelines, welfare, recovery, community resilience)
		Liaison with government departments on recovery, welfare and lifeline areas
		Support to local and regional community engagement and resilience
	Regional Teams (Northern, Central, Southern)	Support and guidance to CDEM Groups and Territorial Authorities
		Undertaking CDEM Capability Assessments under the Monitoring and Evaluation programme
		Liaison at regional and local level on national guidance and support
		Engagement of local and regional CDEM leadership
Specialist Services	Professional Development	Evidence-based learning and development, including provision of courses to CDEM sector
		Learning and development partnerships with the education providers and ITOs
		Internal staff development (including for NCMC)
	Hazards, Risks and Research	National coordination and advice on hazards, risk reduction and CDEM research
		Promotion of best practice and stakeholder engagement
		Science and research liaison
		Support and advice to local/regional programmes and MCDEM teams in speciality areas
Strategic Development and Business Support		International engagement
		Administrative support to other teams
		Organisational planning and development

B: STRATEGIC INITIATIVES

Strategic initiatives are the projects that seek to develop a new or significantly enhanced capability or provide a new output or service. Typically these projects are finite in time and require the focussed commitment of resources across several of the teams from MCDEM. The five strategic initiatives to be undertaken in financial year 2010/11 are outlined below in order of priority:

1. Leading the national management of civil defence emergencies
2. Supporting the development of capability across the CDEM sector
3. Enhancing public awareness and preparedness
4. Maintaining a supportive legislative and strategic framework
5. Creating a more stakeholder focussed and responsive organisation

Leading the national management of civil defence emergencies

As the lead agency for civil defence emergencies, MCDEM must maintain an effective capability to respond to events that exceed the capability of local and regional civil defence emergency management and requires national level coordination of response and recovery activities.

MCDEM is seeking to mitigate some of the risk that currently exists in the management of significant civil defence emergencies. Reviews of the response to the 2004 floods and the Capital Quake 2006 and Ruaumoko 2008 national exercises indicated the need for an information management system to enable the effective collection, dissemination and processing of information in support of response activities. The Capital Quake exercise underlined the vulnerabilities of communication and command arrangements should a major earthquake occur in Wellington. The ability to staff the NCMC for prolonged operations of the NCMC during a major event has also been recognised as requiring an increase in the resources currently available to MCDEM.

What MCDEM has achieved

Over the last four years MCDEM has significantly enhanced its capability to provide national level response to emergency events through the development of the National Warning System (NWS) and implementation of a 24/7 duty system for disseminating warnings to central and local government agencies, some lifeline utilities, and the media (as was employed during the Chile Tsunami of 27 February 2010).

A major initiative to enhance national emergency management capability has been the MCDEM Information Management Programme. This includes the acquisition of an Emergency Management Information System, enhancement of alternative communications, and a video conferencing system in the NCMC. Over the 2009/10 financial year the video conferencing system was deployed and the preferred suppliers for the Emergency Management Information System and Alternative Communications system have been identified and contracted.

MCDEM has also developed a new framework for training staff to operate in the NCMC. This has included the identification of training required for roles in each of the functions.

How MCDEM will progress this strategic initiative

MCDEM is undertaking several critical projects to build on the recent progress:

- The configuration and deployment of the E-Sponder Emergency Management Information System will represent a major advance for the integration and rapid transmission of information within the civil defence emergency management sector. After initial deployment, the Ministry will undertake further upgrades of the system to address any identified gaps and install improvements as required.
- Completion of the Alternative Communications project will complement the Emergency Management Information System by providing a higher degree of

assurance of access to the E-Sponder system in the event of a failure of normal communications system.

- To provide an additional level of redundancy, arrangements for an alternative NCMC in Auckland will be established.
- The development of NCMC courses and training for Department of Internal Affairs staff to complement Ministry staff in the NCMC will be commenced over the 2010/11 financial year.
- Drawing on the lessons of Exercise Ruaumoko, arrangements will be developed for the provision of coordinated scientific advice on hazards and risks during emergencies.

Supporting the development of capability across the CDEM sector

MCDEM's leadership role for the CDEM sector includes building and maintaining the capabilities of agencies to respond to emergencies. MCDEM is able to provide guidance on required standards and advice on best practice to other agencies to support the consistent and progressive development of capability.

MCDEM is seeking to enhance the overall capability of the CDEM sector in accordance with the National CDEM Strategy by identifying and addressing gaps. MCDEM seeks to provide the necessary guidance for the resolution of these gaps through close engagement with the sector. MCDEM seeks to be a facilitator, forming national consensus as well as the developer of the standards and doctrine that guides the sector.

What MCDEM has achieved

Over the last four years, MCDEM has provided a growing level of guidance towards the sector across a range of areas and strengthened the support of regional and local CDEM. An important area of work has been the development and implementation of the CDEM Capability Assessment Tool to provide those organisations with responsibilities under the CDEM Act a means to determine areas of weakness and strength. Aligned with the national CDEM Strategy goals and objectives, the CDEM Capability Assessment Tool will also support the overall progress of the sector and identify key issues.

How MCDEM will progress this strategic initiative

MCDEM is undertaking a number of significant projects to enhance sector capability over the 2010/11 financial year:

- Complete the National CDEM Capability assessment (Ministerial priority 1).
- Development of a CDEM Logistics Coordination system for the CDEM sector (Ministerial priority 2).
- Investigate the options for Telecommunications-based public alerting in cooperation with the telecommunications sector.
- Sector and Community Resilience Programme seeks to develop the tools and systems for supporting the enhancement of resilience by communities and sectors.
- Conduct national exercise Tangaroa in October 2010 to test our response to a major tsunami.
- Commence planning for Exercise Shakeout scheduled for October 2012.
- Support CDEM Groups to address issues identified by the CDEM Capability Assessment.
- Develop tools and support implementation of the CDEM Competency Framework. This includes redevelopment of the RAPID package of training and assessment materials that supports the CDEM sector. The redevelopment of RAPID is being undertaken in consultation with the CDEM sector and the Local Government and Fire and Rescue Services Industry Training Organisations.

Enhancing public awareness and preparedness

MCDEM leads national public education campaigns and supports the efforts undertaken at local and regional level to enhance public awareness and preparedness. MCDEM is seeking a progressive increase in both the awareness of hazards and their possible impacts and the importance of being prepared.

What MCDEM has achieved

MCDEM has implemented two major public education campaigns over the last four years. The “Get Ready Get Thru” advertising campaign has employed mass media to provide key messages on awareness and preparedness. The “What’s the Plan, Stan?” teaching resource has been deployed to schools to support a longer term change in awareness through the education system. Annual surveys have indicated an increase in preparedness, though at a lower rate than that achieved in the initial period of the campaign.

How MCDEM will progress this strategic initiative

Over the 2010/11 financial year, MCDEM will:

- Employ new advertising material to refresh the Get Ready, Get Thru campaign;
- review the current public information messages and material to reflect the agreed messages of the consistent messaging project that has now been completed; and
- undertake research into the effectiveness of the two campaigns during the year to determine areas for improvement.

The intent is for both public education campaigns to be reviewed in the 2011/12 financial year.

Maintaining a supportive legislative, strategic and planning framework

MCDEM and the CDEM Policy team of the Department work to ensure that the legislative, strategic and planning framework established at the national level best supports the development of resilient communities.

What the Department has achieved

The framework for the civil defence emergency management sector comprises of the CDEM Act 2002, the National CDEM Strategy (2008), the National CDEM Plan (2005), and the supporting Guide to the National CDEM Plan (2006). Both the National CDEM Strategy and the Guide to the National CDEM Plan have been updated since first published.

How the Department will progress this strategic initiative

No major revision of the framework is planned over the next three years. However, during the year a revision and update of the National CDEM Plan and a consequent update of the Guide to the National CDEM Plan will be undertaken as required by the CDEM Act 2002.

Other work planned in this area is the enhancement of arrangements and guidance on provision of government financial support for civil defence emergencies.

Creating a more stakeholder focussed and responsive organisation

MCDEM is dependent on strong relationships with a wide range of stakeholders in order to achieve the goal of a resilient New Zealand. CDEM requires action from a wide range of different agencies and organisations. In its work with the sector, MCDEM requires well managed and targeted engagement of stakeholders to identify where the maximum contribution to resilience could be generated.

The goal is to improve value of support provided to stakeholders. This will require a better identification of sector requirements and possible options for support from

MCDEM. Improved support to stakeholders will also be dependent on better collection of information from stakeholders and improvements in the coordination of MCDEM engagement with stakeholders through better information exchange and business practices.

What MCDEM has achieved

MCDEM has improved internal communication and implemented a quality assurance process for publications produced for the sector. Work has also been undertaken on identification of priorities and gaps in stakeholder relations through improved mechanisms for collecting feedback from the sector.

How MCDEM will progress this strategic initiative

The key areas of work being undertaken by MCDEM to enhance stakeholder engagement over the next financial year are:

- Development of stakeholder engagement plan to focus MCDEM efforts
- Deployment of an information management tool to support the management and communication of stakeholder engagement within MCDEM
- Employment of focus group engagement of sector to identify possible areas for improvement in MCDEM practices and service delivery

Overview of projects under the five strategic initiatives

MCDEM strategic initiatives contributing to a resilient New Zealand:

PRIORITY ONE: Leading the national management of civil defence emergencies

- EMIS deployment and rollout (Ministerial priority 4)
- NCMC Staff Development Programme (Minister priority 3)
- Implement alternative communications for NCMC
- Alternative NCMC arrangements
- Development of mechanism for coordinated scientific advice

PRIORITY TWO: Supporting the development of capability across the CDEM sector

- National CDEM Assessment (Ministerial priority 1)
- CDEM Logistics Coordination (Ministerial priority 2)
- Investigate telecommunication technologies for public alerting
- Sector and community resilience
- Conduct exercise Tangaroa
- Competency Framework implementation
- Recovery programme
- Welfare programme

PRIORITY THREE: Enhancing public awareness and preparedness

- Review public messages to align with consistent messaging
- Review of Get Ready Get Thru mass media campaign
- Research into effectiveness of Get Ready, Get Thru and What's the Plan, Stan campaigns
- Revision of What's the Plan, Stan?

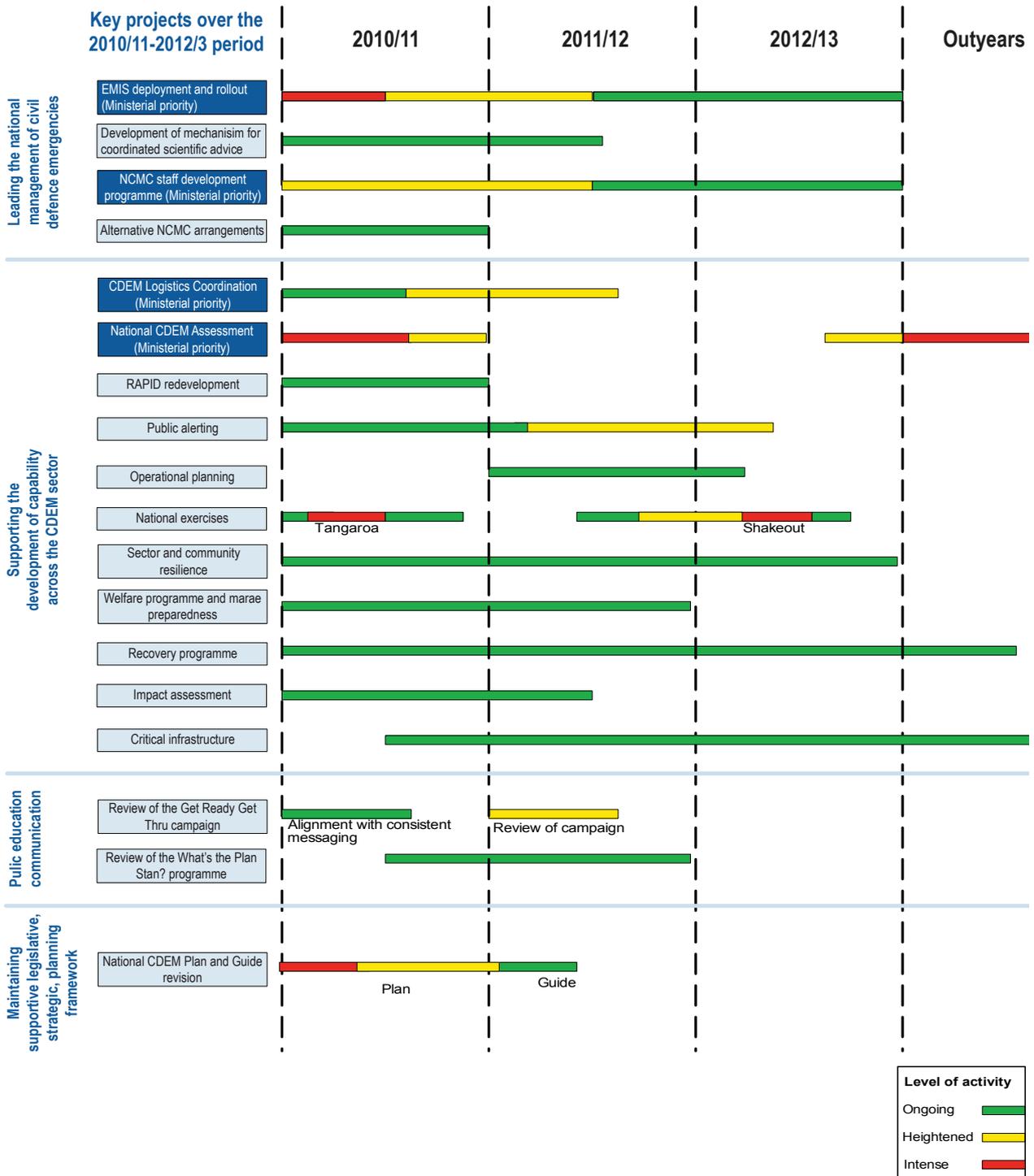
PRIORITY FOUR: Maintaining a supportive legislative and strategic framework

- Revise National CDEM plan and Guide to the National CDEM Plan
- Guidance on the provision of financial support

PRIORITY FIVE: Creating a more stakeholder focussed and responsive organisation

- Development of stakeholder engagement plan
- Deployment of a information management tool
- Employment of focus group to identify possible areas to improve MCDEM practices

The timeline for MCDEM's key initiatives is detailed below.



3. Capability development

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 team will continue with the Blanchards' facilitated programme of situational team leadership and team performance programme. MCDEM has also developed linkages with the New Zealand Institute of Management to provide a structured progression of training and development to support skill enhancement and career development.

Operational capability will undergo a significant improvement through the NCMC Training and Development programme. This will provide a more systematic and structured approach towards the development of operational skills for MCDEM staff and other personnel committed to the NCMC.

EMIS will represent a significant capability enhancement for the CDEM sector. The configuration of EMIS has included the revision of procedures and processes. Deployment of the system will establish a requirement to update current guidelines and practices as well as the associated training.

4. Performance Measures

MCDEM employs three broad sets of performance measures to assess the extent that it is contributing towards the goals and objectives outlined above. Outcome and impact measures provide a means to determine the value for money and effectiveness of the interventions undertaken. Output measures assess the quantity and quality of the deliverables produced. In addition, MCDEM maintains additional performance measures as part of a balanced scorecard approach to assess organisational performance and managing resource allocation.

Outcome and impact measures

Outcome measures assess the change in society as a result of the interventions undertaken. The CDEM Capability Assessment has provided an additional outcome measure by assessing the state of capability across the CDEM sector.

Impact measures provide an assurance that the outputs we are delivering are contributing towards the outcomes sought. During the year, MCDEM will be seeking the views of stakeholders on the value of outputs in terms of supporting their capability development, rather than just assessing their views of the quality of the products.

The outcome and impact measures employed by MCDEM and stated in the Department of Internal Affairs' Statement of Intent are outlined in Annex 2.

Output measures

Output measures are reported in the quarterly report to the Department of Internal Affairs Executive Leadership Team, the Minister, and in the Department's Annual Report.

Measures for the Management of National Emergency Readiness, Response and Recovery output

RESULTS INFORMATION	PERFORMANCE STANDARD
Percentage of local authorities/Civil Defence Emergency Management (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:	85%
Percentage of national warnings issued within 30 minutes after the identification of a pending event is:	100%
Percentage of stakeholders that successfully receive national warning messages by email during events or tests is no less than:	95%
Number of National Warning System tests conducted is no fewer than:	4
Percentage of National Crisis Management Centre (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
Percentage of back-up equipment that is fully functional at all times during activations is no less than.	99.8%
Percentage of essential NCMC systems that are fully functional at all times during activations is no less than:	100%
Number of equipment checks confirming functionality of all NCMC systems.	40*

Measures for the Support Services, Information and Education output

RESULTS INFORMATION	PERFORMANCE STANDARD
Percentage of stakeholders from CDEM Groups that rank their satisfaction with the level of service provided by regional emergency management advisors at 4 or above on a scale of 1 to 5, as measured by stakeholder surveys is no less than:*	85%
Percentage of stakeholders from CDEM Groups that rank their satisfaction with the level of support provided in the professional development area at 4 or above on a scale of 1 to 5, as measured by stakeholder surveys is no less than:*	70%
Percentage of attendees who are satisfied with the education or training interventions attended, as measured by course satisfaction surveys, is no less than:	90%
Percentage of stakeholders who receive Ministry of Civil Defence Emergency Management's (MCDEM) newsletters/ updates that rate their satisfaction with the quality of the publications at 4 or above on a scale of 1 to 5, as measured by the stakeholder survey, is no less than:*	80%
Percentage of stakeholders that rank their satisfaction with the quality of guidelines, codes, technical standards developed by MCDEM at 4 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
Number of guidelines, codes, technical standards or other CDEM sector information publications delivered or sponsored.	1-3
Number of education or training interventions in consultation with the emergency management sector and other relevant organisations delivered or sponsored.	6
For at least three of the four quarters in the financial year, television advertising reaches at least 70 per cent of the targeted audience demographic and radio advertising reaches at least 45 per cent of the targeted audience demographic.	Achieved
Percentage of schools surveyed that employ the 'What's the Plan, Stan' school programme:	80%
Percentage of schools surveyed that rank their satisfaction with the quality of the 'What's the Plan, Stan' school programme resources at 4 or above on a scale of 1 to 5 is no less than.	80%

* This measure has been revised to better reflect the intended and desired level of performance. In particular, the Department has revised the level of satisfaction sought from a "3 or above" to a "4 or above" on a scale of 1 to 5

Balanced scorecard

The ongoing management of the delivery of initiatives and projects, the development of capability, and delivery of outputs in a more efficient manner is dependent on the establishment of goals and measures for the internal performance of MCDEM. Commencing in the 2010/11 financial year, MCDEM will deploy a balanced scorecard to guide the management of the organisation and its deployment of resources.

Balanced scorecards aim to provide measures on organisational performance across a range of areas, rather than looking exclusively at financial performance. The MCDEM balanced scorecard will include the five following areas:

- work programme delivery (support to sector);
- financial management;
- stakeholder engagement;
- staff; and
- operational readiness.

Work Programme delivery

These sets of measures focuses on the delivery of the projects within the strategic initiatives outlined above, including the timeliness and the extent that identified problems (issues) are managed effectively.

Area	Criteria	Goal
Work programme	Projects are 'on track' for milestones	90 per cent of projects reach this status each month
	Projects have no identified issues	80 per cent of projects reach this status each month
	Management of any issues or risks identified for action by Management Team	60 per cent of issues are resolved or addressed within one month of identification (ongoing measure)

Financial Management

Optimum use of financial resources in support of MCDEM's goals requires active management of budgets and variance in expenditure. A set of measures have been developed as a benchmark of performance in the management of expenditure variation from budget projections.

Level of analysis	Period of time	Criteria	Goal
MCDEM overall	Monthly	Variation of five per cent or less (+/-5%)	80 per cent (10 out of 12 months)
	Year to date (every quarter)	Under spend of two per cent or less (-2%)	75 per cent (three of the quarters)
Units	Monthly	Variation of ten per cent or less (+/-10%)	80 per cent or greater of units each month
	Year to date (every quarter)	Variation of five per cent or less (+/-5%)	80 per cent or greater of units for each quarter
Projects	Year to date (every quarter)	Variation of twenty per cent or less	90 per cent or greater of projects for each quarter

Stakeholder engagement

Stakeholder engagement is a key performance indicator for the organisation in its delivery of support to the sector. MCDEM employs an annual survey of key stakeholders to determine the perception of the organisation's performance over the financial year. Results from the survey on specific outputs are addressed in the output measures above. Three other results below provide an organisational benchmark over the next three years:

Measure	Goal for 2010/11	Goal for 2011/12	Goal for 2012/13
Percentage of stakeholders satisfied or very satisfied with MCDEM's overall performance	75% or greater	80% or greater	85% or greater
Percentage of stakeholders that believe that MCDEM's performance is better or much better than the previous financial year	60% or greater	60% or greater	60% or greater
Percentage of stakeholders that believe that MCDEM's performance is worse or much worse than the previous financial year	Less than 5%	Less than 5%	Less than 5%

The intent is to develop a further set of measures on the frequency of engagement of

key stakeholders. At present, there is no system or tool for the collection on ongoing stakeholder engagement but the Department is investigating the options of a Customer Relationship Management application that could track engagement of stakeholders and thereby measure MCDEM performance.

Staff

These measures are intended to assist in the management and support of staff performance.

Measure	Goal
Leave balance	Maintenance or decrease in total balance over year
Sick leave taken	Tracking (no target)
Training and personal development expenditure	Achievement of staff development budget over year (\$186,504).

Operational readiness

Operational readiness is a measure of the ability to respond to emergency events. It includes a personnel dimension, systems effectiveness, and implementation of processes.

The completion of the NCMC training and development framework has defined a training pathway for the various NCMC roles in financial year 2010/11. MCDEM will be commencing a major staff assessment and training programme using the new system. Over the next three years, this programme is aimed to delivery a progressive improvement in the trained state measured in terms of those completing NCMC induction training and role specific training for operating in the NCMC

Staff source	Level of training	Goal for 2010/11	Goal for 2011/12	Goal for 2012/13
MCDEM	NCMC Induction training	80%	95%	100%
	Role specific	50%	80%	95%
Liaison	NCMC Induction training	60%	80%	90%
	Role specific	N/A	N/A	N/A
DIA Staff	NCMC Induction training	40%	60%	70%
	Role specific	30%	50%	60%

Systems effectiveness is a measure of the reliability of the information technology and supporting processes deployed for a response capability. This includes the warning system and the 24/7 Duty Team for the monitoring of events and mobilisation of response. It also includes the EMIS and NCMC systems for the management of the response.

continued on next page

Type	Measure	Criteria	Goal for reliability
NCMC	Availability of essential systems and ability to perform critical tasks	99.8 per cent availability when NCMC not activated	Two exceptions (outside of expected availability) per quarter for when not activated.
		100 per cent when NCMC activated	One exception over quarter for NCMC when activated.
Duty Team	Availability of systems	100% availability to perform critical tasks	Only one exception per quarter
EMIS	EMIS system availability	99.5% of critical systems	Only one exception per quarter
NZFS Northern Communications Centre	Response to notifications in support of Duty Team and NWS	Response to events within service level agreement parameters	95 per cent of incidents dealt within agreed parameters per month

Process development is the identification and incorporation of lessons from events and exercises. Debriefs are conducted after NCMC activations for both events and exercises. The implementation of identified lessons is an important part of continuous improvement and the assurance that known risks are addressed.

Area	Type	Measure	Criteria	Goal
Process	Issues identified from events/exercises	Identified issues are addressed and resolved	Resolution of identified issue within two months of identification	90 per cent of issues identified resolved within two months

5. Risk Management

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 emergency 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 3 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.

6. Operating budget

	DO	SS	SDBS	OPS	DEV	COMS	NCMC	PEP	IM	Total
Personnel	366	775	226	708	1,457	*	-	*	185	3,717
Operating	150	324	1,324	295	743	66	960	1,199	163	5,222
Accommodation	-	-	511	-	112	-	11	-	-	634
Depreciation	-	3	55	-	99	-	448	-	-	606
Capital charge	-	2	47	-	33	-	230	1	-	314
Corporate overhead	-	-	1,144	-	-	-	-	-	-	1,144
Total costs	515	1,103	3,307	1,003	2,444	66	1,667	1,200	348	10,722
FTEs	3	8	3	7	15	3	-	-	-	39*

* Personnel costs for communications and public education staff are paid from the Business Service Branch of the Department with cost attribution to MCDEM through the corporate overhead.

Notes:

DODirector's Office
 SSCDEM Specialist Services
 SDBSStrategic Development & Business Support
 OPSOperations
 DEVCDEM Development
 COMSCommunications
 NCMCNational Crisis Management Centre
 PEPPublic Education Programme
 FTEsFull Time Equivalent staff numbers

7. Capital expenditure

Capital budget	2010/11 budget (\$000)	2011/12 budget (\$000)	2012/13 budget (\$000)
Information Management Programme (EMIS)	1,016		
10 motor vehicles			285

Annex 1: Project Milestones and Deliverables for 2010/11

PROJECT	MILESTONES
EMIS deployment	Initial deployment of the E-sponder system by 31 October 2010
	Implementation of first series of upgrades of E-sponder system by 31 May 2011
Alternative NCMC	Establish arrangements by 30 June 2011
National CDEM Capability Assessment	Conduct remaining CDEM Group capability assessments by 31 December 2010
	Complete government department/emergency services capability assessment by 31 December 2010
	Complete lifeline capability assessment by 31 December 2010
	MCDEM assessment completed by 31 March 2010
	Complete all-of-government capability assessment by 31 December 2010
	Complete National Capability Assessment Report by 30 June 2011
Critical infrastructure	Develop continuity arrangements with the Fast Moving Consumer Goods sector by 30 June 2011
	Complete draft National CDEM Fuel Contingency Plan with fuel sector and CDEM sector by 30 March 2011
	Develop guidelines for Lifeline Utility Coordination in Emergency Operations Centres by 30 June 2011
	Test and Implement Sector Coordinating Entities for gas lifeline sector by 30 June 2011
Recovery programme	Review of the existing Recovery work plan by 31 October 2010
	Development of the long term Recovery programme (5 years) by 28 February 2011
	Development of the scoping document for the Recovery Plan for the Wellington Earthquake by 30 June 2011
	Development of the scoping document on the review of the Recovery Guidelines by 30 June 2011
Review of the National CDEM Plan and Guide	Development of amendments (including sector consultation) by February 2011
	Cabinet approval process (including public consultation) by 30 June 2011
	Printing and delivery (Guide amendments and reprint to account for changes in the Plan) in 2012
Welfare and marae preparedness programme	Complete delivery of workshops and training materials for Director's Guideline by 31 December 2010
	Provide workshops and training material for Welfare Managers by 30 June 2011
	Operational deployment of registration system by 30 June 2011
	NCMC arrangements for registration system finalised by 30 June 2011
	Production of guideline for iwi emergency planning by 30 June 2011
Exercise Tangaroa	Complete design of exercise by 19 October 2010
	Conduct exercise 20 October 2010
	Complete exercise Report by 20 March 2011

Sector and community resilience programme	Production of interim 'resilience cards' for regions where resilience (community, organisational, urban) has been measured by 30 June 2011
	Production of generic 'indicator cards' (generic resilience reporting template) on state of resilience by 30 June 2011
	Identification of key community and infrastructure vulnerabilities in resilience to guide future resilience building actions by 30 June 2011
	Report / evaluation of effectiveness of integration of CDEM, RMA, LTCCP planning with community outcomes (evaluation of effectiveness of integrated planning workshops and the uptake of recommendations from those) by 30 June 2011
Professional Development programme	Support CDEM Groups who request assistance to carry out a development needs analysis by 30 October 2011
	Complete all CDEM Competency Framework role maps and tools for practical application by July 2011
	Conduct MCDEM courses in Wellington and Auckland by April 2011
	Initial full review of RAPID programme complete by 30 September 2011
NCMC Staff Development programme	Complete NCMC module development by 30 June 2011
	Complete review of NCMC learning framework by 30 June 2011
Hazard, risks and research programme	Complete survey on currency, usage and usability of National Hazardscape Report and report to MCDEM MT by 30 June 2011.
	Develop planning arrangements for coordinated post-event investigation by 30 June 2011.
	Complete arrangements for coordinated volcano and tsunami scientific advice by 30 June 2011
	Implement improvements in MCDEM method to improve the coordination, promotion and accessibility of CDEM research by 30 June 2011.
	Contribute to the development of the 'RiskScape' disaster risk assessment tool
Response team project	Response team guideline reviewed and published by 31 May 2011
	Database on response teams available on line by 31 May 2011
	Website for Response Teams updated by 31 May 2011

Annex 2: Outcome and impact measures

Outcome: Safer Communities

Measure	2010/11 Target
National Assessment of CDEM Groups' capability	60

Intermediate outcome: Communities are engaged

Measure	2010/11 Target
Percentage of the population that are prepared at home and at work according to annual survey	10
Percentage of the population that are prepared at home according to annual survey	25
Percentage of the population that are aware of the hazards and risks in New Zealand according to annual survey	80

IMPACT: Informing the public of the risks associated with New Zealand's hazards and the steps towards preparedness

Measure	2010/11 Target
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:	60
The percentage of the public that can recall critical components of preparedness according to annual survey	50
The percentage of the public that consider it "very important" to be prepared for civil defence emergencies according to annual survey.	60

IMPACT: Members of the public to undertake steps to enhance personal preparedness

Measure	2010/11 Target
The percentage of the public that undertake action as a consequence of the Get Ready, Get Thru campaign according to annual survey	30
The percentage of public that increased their level of preparedness over the last year according to annual survey	10

Intermediate outcome: Communities are resilient

Measure	2010/11 Target
National assessment average score against National Strategy goal 2 "Reducing the risks from hazards to New Zealand".	50%
National Assessment average score against National Strategy goal 3 "Enhancing New Zealand's capability to manage civil defence emergencies".	50%
National Assessment average score of achievement of objective 3B "Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies"	60%
National assessment average score of achievement of goal 4 "To enhance the New Zealand's capability to recover from civil defence emergencies"	50%

Intermediate outcome: Communities are resilient (continued)

IMPACT: Supporting the development of CDEM sector capability

Measure	2010/11 Target
Percentage of stakeholders in CDEM Groups that consider specific guidelines, codes and technical standards from MCDEM have supported the development of their capability	50
Percentage of stakeholders that consider that guidance from MCDEM (publications, advice, collaboration) has supported the enhancement of their organisation's capability in the civil defence emergency management area	50
Percentage of stakeholders in CDEM Groups that rank their satisfaction with the level of support provided in the professional development area at four or above on a scale of one to five, as measured by stakeholder surveys.	70

IMPACT: Ensuring an effective coordination of national level policy, planning, response, and recovery

Measure	2010/11 Target
Percentage of stakeholders that agree that MCDEM has provided their organisations with relevant advice on how to increase New Zealand's resilience at 4 or greater on a scale of 1 to 5, as measured by stakeholder surveys.	60
Percentage of stakeholders that rank their satisfaction with the national level arrangements for civil defence emergencies (indicated with a score of 4 or above out of five)	80
Percentage of stakeholders that consider that MCDEM has enhanced the national level arrangements for the management of civil defence emergencies over the last year.	50
Percentage of Government Department stakeholders that agree that MCDEM has supported their risk reduction activities	50

Annex 3: Key risks identified by MCDEM

Risk: MCDEM unable to respond effectively to major emergencies

Risk components	Nature of risk	Likelihood	Impact	Treatment
Insufficient staff	Sustained activation of the NCMC less effective.	Medium	High	Identification and maintenance of supplementary staff from DIA
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.	Low	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	Development of alternative NCMC and supporting arrangements as well as implementation of EMIS deployment.

Risk: Emergency overwhelms national capacities

Nature of risk	Likelihood	Impact	Treatment
Large scale event exceeds current capabilities, preventing a response of desired scale and effectiveness.	Low	High	Develop and implement logistics coordination programme. Apply and enhance existing arrangements for international assistance.

Risk: CDEM Group or territorial authorities fails to comply with CDEM Act

Nature of risk	Likelihood	Impact	Treatment
CDEM Group or territorial authority failure to comply with the CDEM Act creates avoidable risk to communities.	Medium	High	Engagement of territorial authorities and CDEM Groups leadership to promote actions in accordance with the Act. Complete National CDEM Capability Assessment and identify core areas for improvement. Enhance engagement of CDEM Groups and territorial authorities over work programmes to address findings of CDEM Capability Assessment.

Risk: Loss of confidence and trust in MCDEM

Nature of risk	Likelihood	Impact	Treatment
Misperception of MCDEM role or performance undermines trust in advice and guidance.	Medium	High	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 4: MCDEM organisational chart as at 1 July 2010

