

WAIRARAPA EMERGENCY MANAGEMENT

Annual Assessment 2024



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Summary

This report sets out an annual assessment of the emergency management system delivered by the South Wairarapa, Carterton, and Masterton District Councils who work together with the Wellington Region Emergency Management Office (WREMO) (see [Appendix One](#) for more information regarding roles and responsibilities) to manage their Civil Defence Emergency Management (CDEM) responsibilities under the CDEM Act 2002 and the Wellington CDEM Group Plan 2019 - 2024.

This assessment draws on available Community Preparedness Metrics, the 2024 Wairarapa Capability Assessment, recent Exercise Evaluations and available After-Action Review findings.

This report can be used to:

1. Support the evaluation of the effectiveness of current strategies, activities and work programmes that are being delivered to improve the emergency management system delivered by councils in the Wairarapa (some of which are delivered by WREMO on their behalf), and,
2. To inform the development of future strategies, activities and work programmes designed to strengthen the emergency management system in the Wairarapa and across the region.

Ideally this report will provide an evidence base to keep governance informed with regards to the state of the current system, focus the available resources in the areas that will deliver the best effect and to seek additional resources where they may be required.

This is the first time an assessment like this has been completed in the Wairarapa and while a range of useful insights have been developed, the level of confidence in the analysis has been limited by several factors such as the divergence of opinion, levels of system awareness and understanding, and the uncertainty, quality and quantity of information available for the assessment. It is expected that these factors will be reviewed and refined for future assessments.

Overall, the emergency management system in the Wairarapa was assessed to be at a “**Basic**” level of maturity (See [Appendixes Two & Three](#) for more detail).

This basic level of maturity is generally characterised by the following criteria:

Maturity Scale: *Basic – basic documented and repeatable processes. Some training and awareness programs are in place. Response is more coordinated but may lack consistency. Established protocols for communication, resource allocation, and control structure. After-action reviews are conducted informally.*

Achievement Scale: *Basic - Some progress, but without systematic policy and/or organisational commitment in some areas.*

Arrangements Scale: *Basic - Some work completed but requires further work to develop, test, verify and/or embed in the organisation.*

The key areas identified as system strengths for the Wairarapa include the following:

1. While no “acceptable” or desired levels of community preparedness have been identified for the Wairarapa, 76% of people in the Wairarapa have heard of the key life safety message – “If it is long or strong – get gone”, 80% of survey respondents indicated they had enough food to last for seven days in an emergency and 76% of survey respondents indicated they had enough supplies to keep warm and dry if they could no longer stay in their homes. These are encouraging figures.
2. Exercising, Welfare planning and arrangements, and elements of Recovery were identified as areas of strength in the existing system. The recent Recovery efforts underway in the Wairarapa because of Cyclone Gabrielle have supported progress across several elements of the recovery portfolio in the Wairarapa.
3. There is clear organisational commitment, solid relationships and a willingness to work together in the Wairarapa to continue to mature the emergency management system. A number of dedicated people across local government, partner agencies, central government, business, iwi and community work hard to reduce risk and prepare for emergencies in the Wairarapa.

Key areas identified that currently represent areas of risk or weakness in the system include:

1. Limited capability and capacity to develop and implement strategies, activities and work programmes designed to lift the levels of maturity across the emergency management system in the Wairarapa.
2. An increasing dependency on official warnings if people experience a “long or strong” earthquake. 49.5% of survey respondents expect a text alert which could put these people at risk if they are near the coast and a tsunami has been generated by the earthquake offshore.
3. Levels of community preparedness across water storage (35% have not stored water), emergency toilet arrangements (32% do not have a means), household planning (48% do not have a plan to reconnect with their households in an emergency) and awareness of Community Emergency Hubs (59% of people do not know where their nearest Hub is located) are likely to create demands on the official system in an emergency that the system cannot currently meet.
4. Reduction activities in the Wairarapa were identified as the most immature aspect of the local emergency management system currently operating at an ad hoc level. The following areas were assessed at an ad hoc to basic level -

<i>Viable risk reduction options are identified, evaluated, and used to inform planning</i>	3.0	Ad hoc
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<i>Implementation of risk reduction programmes is inclusive and coordinated</i>	3.0	Ad hoc
<i>Hazards, vulnerabilities, and risks are monitored on an ongoing basis</i>	3.0	Ad hoc

5. Across Readiness and Response, the following areas were assessed as being at an ad hoc to basic level –

<i>Emergency Operation Centres (EOC/ECC) have appropriate facilities</i>	4.5	Basic
<i>Controllers are able to provide effective leadership</i>	3.2	Ad hoc
<i>Critical resources can be sourced rapidly in response to an emergency</i>	3.7	Ad hoc
<i>Logistics processes are in place to manage resources effectively in an emergency</i>	4.2	Basic

6. Across Recovery, the following areas were assessed as being at a basic level –

Recovery planning is integrated with risk reduction and other community planning	4.7	Basic
Arrangements for the transition from response to recovery are pre-defined	4.0	Basic
Impact assessments are conducted before, during and after events in order to inform recovery planning and management	4.0	Basic
Information management systems are effective in supporting recovery management	4.0	Basic

7. Across governance, management and organisational resilience the following areas were identified as being at a basic level -

The Emergency Management Community shares collective responsibility for championing CDEM outcomes	5.0	Basic
Organisation's hazard reduction funding is prioritised to risk	4.0	Basic
Risk management is comprehensive and integrated throughout the organisation	5.0	Basic
Business Continuity Management has a formalised programme with high-level commitment	5.7	Basic
Critical business functions and processes, and potential impacts on them are defined	5.3	Basic
Business continuity strategies and arrangements are developed and implemented	5.3	Basic
Leadership and culture are enabling of a forward-looking, agile organisation	5.3	Basic
Adaptive capacity is fostered through active learning and capability development	5.3	Basic

These findings provide clear areas of focus which could form part of future work programmes in the Wairarapa, for WREMO and regionally to strengthen the system and lift levels of preparedness wherever possible.

Wairarapa Exposure Assessment & Critical Vulnerabilities

The National Disaster Resilience Strategy 2019 defines disaster risk as “the potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined as a function of hazard, exposure, vulnerability and capacity”.

Exposure in this context is explained as – “People, infrastructure, buildings, the economy, and other assets that are exposed to a hazard” and, vulnerability is explained as - “the conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards”.

This section of the report sets out a high-level summary of the levels of exposure and vulnerability for the Wairarapa where this information is known.

Given this is the first time this report has been generated, this section is expected to improve and develop over time.

Wairarapa Exposure Assessment

- The Wairarapa District covers an area around 130 kilometres long (from Ngawi in the south to Mount Bruce in the north) and 65 kilometres wide (from the Tararua Range east to the coast). The total land area is around 830 square kms.
- The main towns are Masterton, Carterton, Greytown, Featherston and Martinborough.
- The district includes several coastal settlements including Mataikona, Castlepoint, Riversdale, Flat Point, Tora, Cape Palliser, Ngawi, Lake Ferry and Ocean Beach
- The Wairarapa district is exposed to several significant natural hazards with a range of events having occurred in recent history.
- According to the 2023 Census Data, the population is around 57,387.
- It is estimated around 650 people (+/- 100) live in tsunami zones in the Wairarapa. This number can increase to c.5000 people in summer.
- It is estimated that around 25,000 people are exposed to flooding in the Wairarapa.
- The overall number of buildings and structures exposed to natural hazards in the Wairarapa is currently unclear. However, the Register of earthquake-prone buildings identifies 138 earthquake-prone buildings across the main towns of the Wairarapa.
- The estimated economic cost of a Moderate to Major emergency in the Wairarapa is currently unclear.

Critical Vulnerabilities in the Wairarapa include (for further information – see the Local Emergency Response Plan):

1. Limited access to tertiary healthcare in a Moderate to Major emergency
2. Limited flood forecasting capability and capacity
3. Low levels of community preparedness and emergency awareness in some areas
4. The potential for communities to be isolated for extended periods due to road outages
5. Limited ability to scale up capability and capacity in an emergency
6. Extended lifelines outages following an emergency; and

7. Extended supply chain disruption

2023 Census Data:

	Population						Dwelling Count
	European	Māori	Pacific	Asian	Other	Total	
Masterton district	23,163	6,267	1,260	1,413	468	27,678	12516
Carterton district	9,222	1,428	234	312	204	10,107	4677
South Wairarapa district	10,638	1,821	324	411	222	11,811	6390
Total	43023	9516	1818	2136	894	57387	23583

Infrastructure

- There are no significant natural harbours in the Wairarapa making roading essential for the movement of people and supplies.
- The district is served by State Highway 2 running south over the Remutaka Hill connecting to the remainder of the Wellington Region and to the north into Manawatu and Hawkes Bay.
- State Highway 53 runs west to east connecting Featherston and Martinborough. The remainder the roading network includes both sealed and metaled local roads. Many of these roads are vulnerable to slips which can cause closures for weeks or even months.
- A commuter rail service operates between Masterton and Wellington which depends on the Remutaka tunnel being open.
- There are numerous small private airstrips across the Wairarapa (mainly associated with aerial Top Dressing). The main airfield is the Hood Aerodrome located near Masterton. This aerodrome can accommodate a limited range of relatively small aircraft although it is currently being upgraded. Hercules C130's can operate either off the grass or sealed runways.

Economy

- The Wairarapa economy is primarily centred around agricultural industries. A number of residents commute to other parts of the region for employment.
- There are estimated to be several hundred businesses in the Wairarapa but the exact number is unclear.

Hazards

- The Wairarapa is prone to earthquakes. New Zealand's strongest recorded earthquake (M8.2) occurred on the Wairarapa fault in 1855.
- In 1942 a series of earthquakes struck the Wairarapa with the largest a magnitude 7.2 resulting in the collapse of around 4,700 chimneys.
- The Wairarapa coastline is about 90 kilometres from the Hikurangi Trough, a potential source of significant tsunamis.
- Partially sheltered by the Tararua Range, Wairarapa has a predominately warm, dry climate which can lead to droughts.

- Strong winds can also occur in the Wairarapa with gusts reaching around 170kmh at Castlepoint.
- Towns such as Masterton, Carterton, Greytown, Featherston, Martinborough and Tinui all face a risk of surface and river flooding, or the effects of flooding (e.g. being cut off by road closures) because they are located in low-lying areas.
- The upper Wairarapa Valley (the area around Masterton, Carterton and Greytown) is at risk of flooding due to river networks that begin in the Tararua Ranges. These rivers are quite short and have steep gradients, especially in their upper reaches, and are prone to rising quickly following heavy north-westerly rain.

Wairarapa Community Capability, Capacity and Preparedness Assessment

This section of the report provides a summary of the community capability, capacity and preparedness levels in the Wairarapa.

For further information about this section of the report please contact your Wairarapa WREMO Community Resilience Advisor – Mel.

<i>Total Number of Community Emergency Hubs in the Wairarapa:</i>	<i>Community Response Practises held in the last 12 months:</i>	<i>Business Continuity Planning Workshops offered in the last 12 months:</i>	<i>Marae Emergency Plans underway or completed:</i>	<i>School & Childcare Emergency Planning Workshops completed:</i>
17	6	1	2	1

June 2023 Wellington CDEM Group Community Preparedness Survey – Wairarapa Results

The following summarises the Wairarapa specific responses to the Community Preparedness Survey undertaken in June 2023.

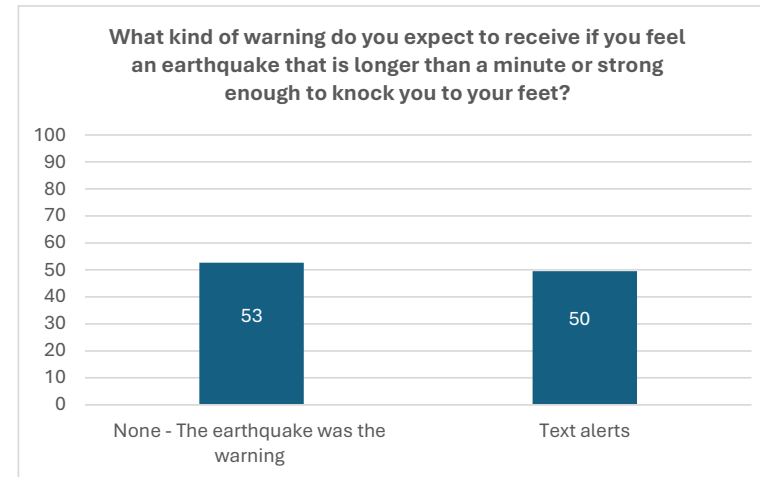
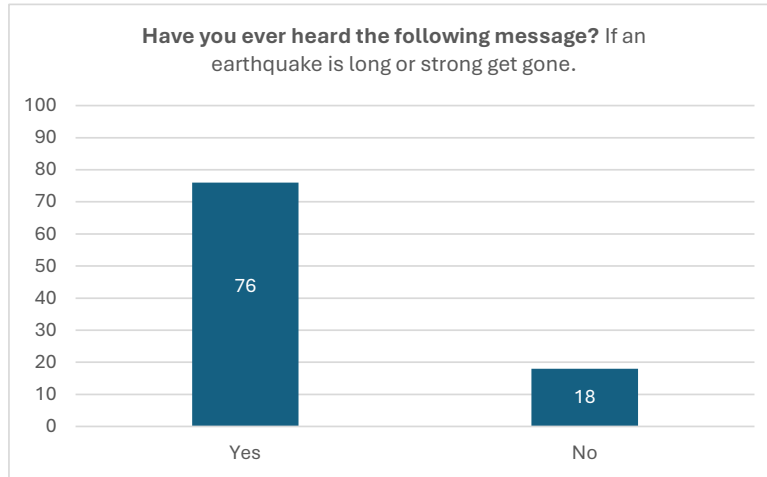
What do you think is the single most important thing that we, as a nation, need to do to ensure our communities can withstand and recover from a disaster?

Looking out for each other/being good neighbours = 16.5% : Always be prepared / have a solid plan = 15.9% : Infrastructure - roads, utilities, building standards = 14.8%

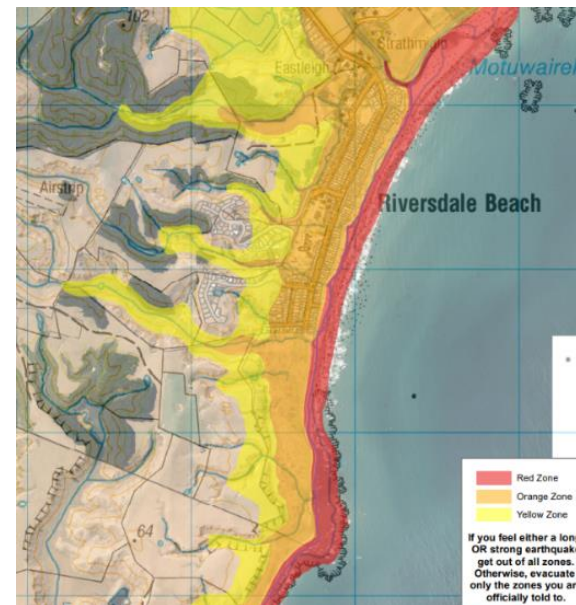
In the last 12 months, have you taken any steps to prepare yourself or your household for a disaster?

Yes - 65.90% No - 29.70% 24.2% of people that took action did so due to recent flooding (Cyclone Gabrielle was in Feb 2023)

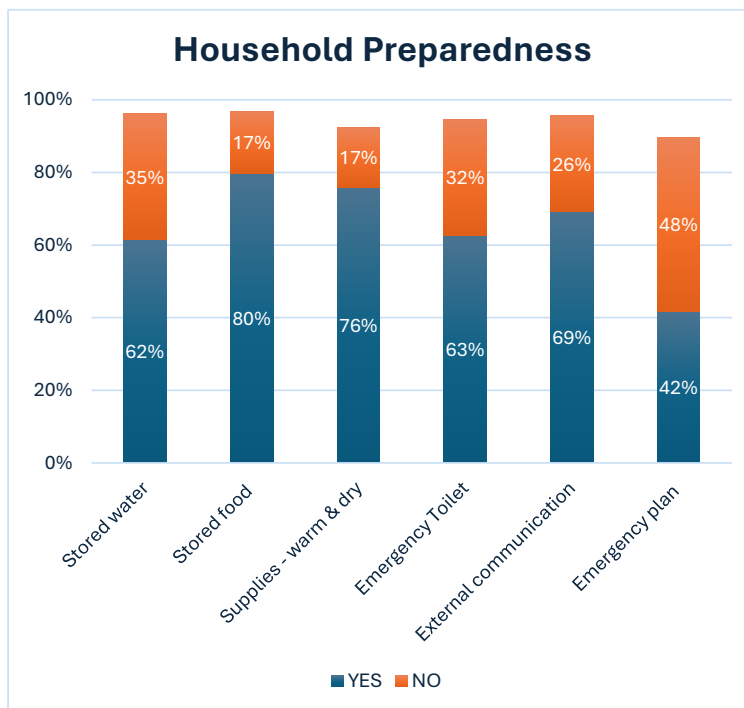
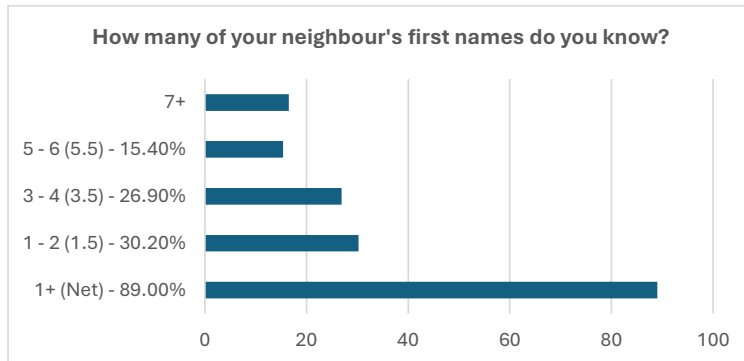
Life Safety Metrics – Tsunami Risk in the Wairarapa



- Large tsunami generated by a large Hikurangi Subduction Zone earthquake could produce tsunami waves which would impact the coastal areas of the Wairarapa within minutes.
- The probability of this occurring is 25% in the next 50yrs.
- Around 650 people live in the tsunami zones in the Wairarapa.
- Currently close to 80% of people in the Wairarapa have heard of the “Long or Strong – Get Gone” message.
- However, only around 50% of people in the Wairarapa indicated that there would be no official tsunami warnings when a long or strong earthquake occurred, and an increasing number of people (50%) believed that they would receive a text alert to advise them if there was a tsunami threat following a long or strong earthquake.
- Additional analysis of coastal communities to assess more accurately their tsunami awareness and subsequent work to reduce any official warning dependency may be desirable.



Household Preparedness Metrics in the Wairarapa



Social connectedness and cohesion is a critical element in an emergency setting and this factor was the single most important thing identified by survey respondents as being important to preparedness.

89% of respondents indicated that they knew the names of at least one neighbour which is an encouraging result.

62% of respondents indicated that had enough stored water for each person in their house for seven days. This is 4% higher than the regional average. However, a deduction from this is that around 38% of the Wairarapa’s population (21807 people) may not have an adequate emergency water source in an emergency. If each of these people were provided with 3L per day then an emergency water plan to deliver around 65000L of water per day across the district may be required.

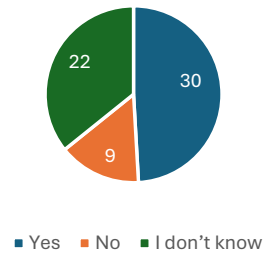
63% of respondents indicated that they had a way to go to the toilet in an emergency. Given the available land areas in the district and generally lower density there may be an opportunity to explore this figure and lift preparedness in this space?

42% of respondents indicated that they have an emergency plan to reconnect with their households in an emergency. Given the potential for some of the population to be in Wellington during a working day possibly with school aged children at school, and, the distances travelled across the Wairarapa this is another area that may benefit from further exploration.

Reflecting on the results across the community preparedness metrics, it seems like an important step to consider is actually setting some sensible, acceptable levels to targets collectively moving forward.

Business Preparedness Metrics in the Wairarapa

Does your place of employment/study have a business continuity plan?

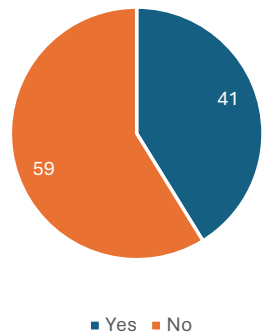


38% of respondents indicated that this question was not applicable to them.

Of the remainder, 30% indicated that their place of employment or study had a business continuity plan, 22% did not know and 9% answered no.

Community Emergency Hub Metrics in the Wairarapa

Do you know where your nearest Community Emergency Hub is located?



What is the purpose of a Community Emergency Hub?

A place in your suburb for the community to gather and support each other by sharing information, skills and resources during a disaster = 65.90%

A place for people to receive official support from Civil Defence = 23.10%

Who opens and operates a Community Emergency Hub?

Civil Defence = 58.20%

Local community members like you = 34.10%

Wairarapa Capability Assessment

This section of the report sets out the findings of the Wairarapa Capability Assessment completed in June 2024.

The assessment was completed using the Capability Assessment Tool developed by the former Ministry of Civil Defence and Emergency Management now National Emergency Management Agency (NEMA). This tool has been used nationally since 2014. While there are opportunities to strengthen the tool, it was assessed as the best option to deliver local level assessments in the short-term pending improvements to the tool by NEMA in the future.

The assessment was completed by the respective emergency management teams from the South Wairarapa District Council, Carterton District Council, Masterton District Council and the Wellington Region Emergency Management Office who self-scored elements of the local and regional system based on their respective awareness and understanding of the existing system.

The Capability Assessment Tool looks across four goals and two enablers applying a scoring system to generate a maturity level.

The planning scenario primarily applied during the scenario was a Moderate to Major severe weather event. System performance during the most recent response and recovery in the Wairarapa (Cyclone Gabrielle 2023) was frequently referred to. For further information regarding the planning scenario please see [Appendix Two – Planning Scenario](#).

The results by Goals and Enablers were:

Results by Goal		Score	Maturity
G1	To increase community awareness, understanding, preparedness and participation in civil defence emergency management	5.79	Basic
G2	To reduce the risks from hazards to New Zealand	4.16	Basic
G3	To enhance New Zealand's capability to manage civil defence emergencies	6.00	Defined
G4	To enhance New Zealand's capability to recover from civil defence emergencies	5.34	Basic
E1	Governance and management arrangements support and enable civil defence emergency management	6.06	Defined
E2	Organisational resilience supports effective crisis management	5.48	Basic
OVERALL SCORE		5.47	Basic

For further information about the Capability Assessment process see [Appendix Three – Capability Assessment Process](#).

Goal One – Increasing Community awareness, understanding, preparedness and participation in CDEM

#	Score by Goal	Score
G1	To increase community awareness, understanding, preparedness and participation in civil defence emergency management	5.79

#	Score by Objective	Score
G1A	Increase the level of community awareness and understanding of the risks from hazards	6.28
G1B	Improve individual and community preparedness	5.87
G1C	Improve community participation in CDEM	5.30
G1D	Encourage and enable wider community participation in hazard risk management decisions	5.70

#	Score by Key Performance Indicator	Score
G1A-1	Public education programme on hazards and risks is planned, coordinated and given priority by the organisation	6.60
G1A-2	Awareness-building opportunities are proactively pursued	5.60
G1A-3	Public information management is planned, coordinated and given priority by the organisation	6.60
G1A-4	Public information manager is appointed and resourced to be able to do the job	6.30
G1B-1	A deliberate, strategic, and coordinated approach to community resilience is taken	6.00
G1B-2	Community resilience and related programmes are monitored and reviewed	5.60
G1B-3	The preparedness message is disseminated using multiple methods	6.00
G1C-1	Communities are supported to enhance their capacity and capability	6.00
G1C-2	Social capital is invested in as a method of enhancing community resilience	5.30
G1C-3	Volunteer participation in CDEM is supported and encouraged	4.60
D1D-1	Information on hazards and risks is readily available to the public	6.80
D1D-2	Community input on hazard risk management is sought, and 'acceptable levels of risk' defined	4.60

Goal Two – Reducing the risks from hazards

#	Score by Goal	Score
G2	To reduce the risks from hazards to New Zealand	4.16

#	Score by Objective	Score
G2A	Improve the coordination, promotion and accessibility of CDEM research	4.95
G2B	Develop a comprehensive understanding of New Zealand's hazardscape	4.53
G2C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels	3.00

#	Score by Key Performance Indicator	Score
G2A-1	EM research is undertaken, assessed, and analysed	5.30
G2A-2	EM research is applied	4.60
G2B-1	Hazard risks are understood through ongoing research	5.60
G2B-2	Hazard risks are analysed to determine local impact	4.00
G2B-3	Hazard risk information informs organisational plans, priorities, and expenditure	4.00
G2C-1	Viable risk reduction options are identified, evaluated, and used to inform planning	3.00
G2C-2	Implementation of risk reduction programmes is inclusive and coordinated	3.00
G2C-3	Hazards, vulnerabilities, and risks are monitored on an ongoing basis	3.00

Commentary from participants:

Much of this is GWRC responsibility and whether Council's can do all they want to do is dependent on rates and ratepayers' desires.

B2-C3 related to overall council functions, not just EM

A1. Not aware of this work

C1. Not aware of this work

C3. Not aware of this work

This is answered from an MDC perspective where EM risk reporting is immature at the moment.

Goal Three – Enhancing capability to manage emergencies

#	Score by Goal	Score
G3	To enhance New Zealand's capability to manage civil defence emergencies	6.00

#	Score by Objective	Score
G3A	Promote continuing and coordinated professional development in CDEM	6.33
G3B	Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies	5.67

#	Score by Key Performance Indicator	Score
G3A-1	Capability development strategy and programmes are developed according to organisational needs	5.50
G3A-2	Capability development programmes are comprehensively implemented and evaluated	5.70
G3A-3	Exercising is effective in improving capability	7.00
G3A-4	Exercising is integrated across organisations and levels	7.00
G3B-1	Local CDEM planning is integrated and aligned across agencies	6.90
G3B-2	CDEM Group member agencies work together cooperatively and collaboratively	6.80
G3B-3a	Emergency operating centres (EOC/ECC) have appropriate facilities	4.50
G3B-3b	Emergency operating centres (EOC/ECC) are staffed adequately	5.00
G3B-3c	Emergency operating centres (EOC/ECC) are resourced and operated efficiently	5.30
G3B-4	Warning systems are in place and are maintained and effective	6.20
G3B-5	Communication with partner agencies is able to be maintained in an emergency	5.50
G3B-6	Controllers are able to provide effective leadership	3.20
G3B-7	Critical resources can be sourced rapidly in response to an emergency	3.70
G3B-8	Logistics processes are in place to manage resources effectively in an emergency	4.20
G3B-9a	Group welfare planning is comprehensive and coordinated	7.30
G3B-9b	Local welfare planning is comprehensive and coordinated	7.40
G3B-9c	Welfare is able to be provided to affected communities in a timely, effective manner	6.80
G3B-10	Lifeline utilities are coordinated in response	6.60

Goal Four – Enhancing capability to recover from emergencies

#	Score by Goal	Score
G4	To enhance New Zealand's capability to recover from civil defence emergencies	5.34

#	Score by Objective	Score
G4A	Implement effective recovery planning activities	5.68
G4B	Enhance the ability of agencies to manage the recovery process	5.00

#	Score by Key Performance Indicator	Score
G4A-1	Structures, roles and responsibilities for recovery are pre-determined and documented	6.70
G4A-2	Recovery Managers are identified, trained, supported and ready to perform the role	6.70
G4A-3	Recovery Plan outlines arrangements for holistic recovery management	6.30
G4A-4	Recovery planning is integrated with risk reduction and other community planning	4.70
G4A-5	Arrangements for the transition from response to recovery are pre-defined	4.00
G4B-1	Impact assessments are conducted before, during and after events in order to inform recovery planning and management	4.00
G4B-2	Plans and procedures for establishing a recovery centre or 'one-stop shop' are in place	5.00
G4B-3	The community is an integral part of recovery planning and management	6.70
G4B-4	Information management systems are effective in supporting recovery management	4.30
G4B-5	Processes for learning from emergencies are embedded in the organisation	5.00

Commentary from participants:

*I'm not sure if the Recovery Office has specific Recovery Centre's but the way we are structuring our EAC's they will easily morph into Recovery Centres.
B2. Not aware of any plans to have physical centres*

Enabler One – Governance and management arrangements

#	Score by Goal	Score
E1	Governance and management arrangements support and enable civil defence emergency management	6.06

#	Score by Objective	Score
E1A	Implement effective organisational structures for CDEM	6.46
E1B	CDEM Group culture positively influences the effective delivery of CDEM	6.00
E1C	Ensure agencies have funding for civil defence emergency management	5.73

#	Score by Key Performance Indicator	Score
E1A-1	CDEM Group Plan provides the platform for comprehensive, coordinated CDEM across its area	7.00
E1A-2	CDEM Group Joint Committee includes appropriate level representation and has formalised procedures	6.00
E1A-3	Coordinating Executive Group includes appropriate level representation and has formalised procedures	7.00
E1A-4	CDEM Group's CDEM activity is planned, monitored, and effective in achieving CDEM objectives	6.30
E1A-5	Local authority CDEM activity is planned, aligned, monitored, and effective in achieving CDEM objectives	6.00
E1B-1	CDEM leadership (see note) is effective in directing and managing CDEM outcomes	6.30
E1B-2	The Emergency Management Community shares collective responsibility for championing CDEM outcomes	5.00
E1B-3	CDEM organisations demonstrate behavioural attributes that contribute positively to CDEM delivery	6.70
E1C-1	CDEM Group funding arrangements are identified and reported	6.40
E1C-2	Organisation's emergency management funding arrangements are identified and reported	6.80
E1C-3	Organisation's hazard reduction funding is prioritised to risk	4.00

Commentary from participants:

C1 - C3 Sorry I have no visibility of funding.

A2, A4, B1-C1 relate to the CDEM Group including emergency services such as FENZ, Police etc.

Enabler Two – Organisational resilience

#	Score by Goal	Score
E2	Organisational resilience supports effective crisis management	5.48

#	Score by Objective	Score
E2A	Organisational resilience is developed through risk management and planned strategies	5.33
E2B	Organisational resilience is developed through adaptive capacity	5.63

#	Score by Key Performance Indicator	Score
E2A-1	Risk management is comprehensive and integrated throughout the organisation	5.00
E2A-2	Business Continuity Management has a formalised programme with high-level commitment	5.70
E2A-3	Critical business functions and processes, and potential impacts on them are defined	5.30
E2A-4	Business continuity strategies and arrangements are developed and implemented	5.30
E2B-1	Leadership and culture are enabling of a forward-looking, agile organisation	5.30
E2B-2	Effective relationships, partnerships and networks are developed	6.30
E2B-3	Adaptive capacity is fostered through active learning and capability development	5.30

Commentary from participants:

A1 - A4 not in the loop with this really either

Wairarapa Exercise Evaluation & After-Action Review Summary

During this assessment period, the following Exercise Evaluations and After-Action Reviews were considered:

1. Exercise Ru, an Alpine Fault scenario, Sep 2023 [20230915 EXERCISE RU - AAR Wai DRAFT.docx \(sharepoint.com\)](#)
2. Exercise Ua Whero, a severe weather event, May 2024; and [20240509 - AAR EX AU WHERO - Wairarapa FINAL.docx \(sharepoint.com\)](#)
3. After Action Review: Cyclone Gabrielle – Wairarapa Response Feb & Mar 2023 [231017-Cyclone-Gabrielle-Wairarapa-Response-AAR-v1.3.pdf \(cdc.govt.nz\)](#)

Both exercise evaluations found that participants reported positively on their experiences in the exercise in terms of growing confidence and competence.

Both exercises highlighted several improvement opportunities across the system which are set out in the respective reports.

Exercise Ru – Sept 2023: Recommendations and Corrective Actions Summary

No.	Recommendation/Corrective Actions	Theme/s	Responsibility	To be completed by
01	<p>Finding: Exercising has boosted the confidence of the EOC Staff</p> <p>Recommendation: Continue exercises in a face-to-face format. Continuation of exercises which help practice the training already received. Include more partner agencies in the exercise.</p>	Exercise and Training	Jane Mills/Training	
02	<p>Finding: Need for more training on processes and tools. Lack of familiarity with accessing WREM portal and some tools</p> <p>Recommendation: Re-check that all EOC staff have access to WREM portal. Help staff who do not have access gain access. Also check that staff understand the contents of the information in the WREM portal. Demonstrate new things at Function Managers meetings. Sub CEG encourage staff engagement.</p>	New tools/changes to system training	Jane Mills/Sub CEG	Ongoing
03	<p>Finding: Need for more people to be familiar with GIS</p> <p>Recommendation: Some progress was tested but this needs to be imbedded.</p>	GIS	Jane Mills/Controllers	30 June 2024

04	Finding: Only 27 people of 65ish attended Exercise. Recommendation: Stress importance of attending exercises and get the date in people's diary early.	Attendance	Jane Mills/Controller	Ongoing
05	Finding: New WREMO laptops needed updating The were updated, tested and loaded 8 days beforehand but in future they'll be tested before the Exercise	Technology	Jane Mills/Logistics	Ongoing
06	Finding: Local contact lists are out of date Recommendation: Spend some time going over contact lists to make sure they are up to date. Difficulty keeping local contacts up to date, better to rely on existing Council Contact lists.	Contact lists	Jane Mills/Welfare Manager	30 Jun and ongoing 6mthly
09	Finding: Need for more specific training on use of Event Log and Information Collection Plan Recommendation: Intelligence Intermediate level training in the Wairarapa; also stress this in Foundation course and at Function Manager's meetings.	Training	Jane Mills/Training	Intelligence Function training book and available in Wai 30 June 2023

Exercise Ua Whero – May 2024: Recommendations and Corrective Actions Summary

No.	Recommendation/Corrective Actions	Theme/s	Responsibility	To be completed by
01	Finding: WREM SharePoint familiarity continues to be an issue. However, this improves the more training people receive. Recommendation: A range of recommendations have been proposed in the detailed findings that included Function meetings use that time to familiarise themselves with the SharePoint site.	Plans and Procedures WREM SharePoint	Wai EMA WREMO EMA Cap Dev	Ongoing
02	Finding: Staff enjoyed the interactive approach from exercise control and Partner agencies	Partners	Wai EMA WREMO EMA	As required.

	Recommendation: Continued use of Exercise Control in an interactive way and the participation of partners to increase the overall effectiveness of Wairarapa CDEM responses.		WREMO ORR Manager WREMO Cap Dev	
03	Finding: Recruiting of Wairarapa staff in CDEM exercises to Intermediate and Advanced continues to be problematic, resulting in some staff feeling overwhelmed. This has a negative effect. Despite this the majority of Wairarapa staff enjoyed the exercise experience. Recommendation: Sustained messaging by Council Senior Leadership Team, aimed at proactively investing in their staff by encouraging and releasing their staff for training opportunities. Particularly exercises as these are the doing, where the real learning, development, and relationship building takes place.	People EOC Staff	Council Senior Leadership	Ongoing
04	Finding: Size of EOC and Breakout rooms would not be large enough in a large scale incident (During COVID 19 a 2 nd large office space was used as it was empty) Recommendation: When MDC rebuilds Council building consider purpose built EOC. Or consider alternate large venue as part of planning	Building suitability	Council senior leadership and governance	Long term
05	Finding: Teamwork and support positive Recommendation: Keep encouraging positive supportive learning environments at Exercises.	People	EMA; Controller	

[Wairarapa councils release report on local Cyclone Gabrielle response | Carterton District Council \(cdc.govt.nz\)](#)

15 November 2023

The three Wairarapa councils have released the Wairarapa review of the region's emergency response to Cyclone Gabrielle, which was coordinated by Wellington Civil Defence Emergency Management (CDEM) Group.

The scope of the review was to cover three main areas: governance (political oversight and accountability), operational matters (how CDEM Group members responded) and community outcomes (what impact these actions or inactions had on the community). The purpose of the review was to identify areas of future work to help improve the response capability of the region.

The report highlighted areas where the coordinated response delivered positive outcomes for the community, such as the level of support in rural isolated communities, delivery of food and medication, and evacuation efforts for severely affected properties.

Some areas highlighted for improvement include a more coordinated response across the three Wairarapa Councils needed earlier in the event to inform effective decision-making and effective use of limited resources; that local controllers from the three Wairarapa councils follow the agreed activation procedures outlined in the agreed concept of operations; and to ensure that the Wairarapa EOC functions effectively and provides the required level of service across the whole Wairarapa.

The important point with regards to these insights is that capability and capacity constraints locally and regionally has made addressing some of the findings challenging.

Appendix One – Emergency Management Roles and Responsibilities in the Wellington Region

The Wellington Region Civil Defence Emergency Management Group (CDEM Group) is made up of a number of agencies who work together to provide civil defence and emergency management to the region. This includes the nine councils, emergency services, lifeline utilities, the Wellington Region Emergency Management Office (WREMO) and any other agency with civil defence and emergency management responsibility.

Governance of the Wellington Region Civil Defence Emergency Management Group and its activities is provided by the Joint Committee. The Coordinating Executive Group (CEG) provides advice to the CDEM Joint Committee and implements their decisions.

WREMO is a semi-autonomous organisation that co-ordinates Civil Defence Emergency Management services on behalf of the regions nine councils.

The role of the Wellington Region Emergency Management Office

WREMOs role is to lead and coordinate the effective delivery of CDEM across the 4Rs for the Wellington Region including:

- *integrating national and local CDEM planning and activity through the alignment of local planning with the national strategy and national plan; and*
- *coordinating planning, programmes and activities related to CDEM across the 4Rs and encourage cooperation and joint action.*

For the purposes of this Plan, ‘leadership’ is defined as the successful achievement of the Group’s mission and tasks through the willing and cooperative effort of others. WREMO’s role is to collaboratively work with local authorities and partners to develop and deliver effective emergency management to the region in a manner that is consistent with national direction.

The way this will be achieved is by:

- *Collaborating – Leading through alignment; establishing common ground for agreement; creating a shared vision; and creating win-win relationships, products and services.*
- *Coordinating – Effectively and harmoniously completing activities across the 4Rs.*
- *Promoting – Increasing awareness, creating interest and encouraging joint action in the emergency management sector.*

WREMO delivers a range of CDEM services on behalf of councils in accordance with a shared services agreement. Each year, WREMO prepares an Annual Plan which sets out the services to be delivered for councils. Councils approve the WREMO Annual Plan and monitor its delivery through the Local Government Emergency Management Collective (LGEMC).

Alongside the delivery of CDEM services by WREMO, each council undertakes a range of emergency management programmes, initiatives and activities locally that are complimentary to or separate from services delivered by WREMO.

All of the efforts by both WREMO and councils aggregate to generate the annual results in the capability assessment.

Additional information regarding the roles and responsibilities of each council and WREMO is available from your council emergency management team or WREMO.

Appendix Two – Planning Scenario

“Most Likely” Emergency that the Wellington Region could face:

Over the past 20 years, the most frequent and therefore most likely emergencies Upper Hutt City Council has faced has typically been a result of severe weather involving heavy rain, high winds, swells, landslides and flooding.

Examples include the Kapiti Floods 2004, Wellington Storms 2013, Plimmerton Floods 2020, numerous Kapiti Severe Weather, Flooding and Tornado events, Kaiwhata River Landslides 2019 & 2020, numerous Severe Weather and Flooding events in the Hutt Valley, South Coast Swell events 2020 & 2021 and Cyclone Gabrielle 2023 (mainly Wairarapa).

These events required a coordinated multiagency response usually impacting 1 – 2 territorial authority areas at any one time over a 2 – 8 day response period followed by recovery efforts ranging in duration from weeks to months to years.

The less likely but more severe weather events we have seen impacting other parts of New Zealand in recent years would generate significantly worse impacts across Upper Hutt City Council than we have experienced in living memory.

The potential loss of life, property damage, extended lifelines outages, displacement of people and economic disruption would require a complex, prolonged, costly and widespread national, regional and local multiagency response and recovery effort for UHCC.

The capability and capacity required to reduce risk, and to prepare for and deliver an effective response and recovery for a more severe planning scenario like this is significantly greater than what the current system is able to deliver.

The analysis below is pending a request with GNS to progress.

- Probability: AEP = : ARI = : FREQUENCY =
- Moderate (TBC) risk to life – flooding/inundation of homes or entering flood water
- Moderate (TBC) risk to property – homes, businesses, schools, health care, Aged Residential, marae
- Minor – Moderate (TBC) lifelines outages
- Minor – Moderate (TBC) demand on health, emergency services and welfare agencies
- Minor (TBC) social and environmental impacts

Minor (TBC) financial impacts regional and locally \$\$ / %GDP

Appendix Three - Capability Assessment Process

On the 10th of June 2024, the respective emergency management teams of the South Wairarapa District Council (SWDC), Carterton District Council (CDC) Masterton District Council (MDC) and the Wellington Region Emergency Management Office (WREMO) gathered to complete an emergency management capability assessment for the Wairarapa District.

The teams used the nationally consistent Capability Assessment Tool which was developed by the former Ministry of Civil Defence and Emergency Management to identify strengths and weaknesses within an emergency management system.

Elements of this report have been developed utilising the Objectives, KPIs and performance measures for the CDEM Goals and Enablers detailed as part of the national CDEM Capability Assessment Tool.

The tool consists of a set of key performance indicators and performance measures ('capability criteria') against which organisations can assess themselves or be externally assessed. Indicators span the 4Rs and are organised in a framework based on the prior National CDEM Strategy. There are six main sections - four based on the four goals of the National CDEM Strategy, and two 'enabler' sections. They cover topics as follows:

- Goal 1: Public education, public information, community resilience, community participation in hazard risk management
- Goal 2: Research, hazard risk profile, integrated planning, risk reduction
- Goal 3: Capability development, exercising, planning, coordination, operating facilities, warning systems, communications, controllers, resources, logistics, welfare, lifelines
- Goal 4: Recovery planning and management
- Enabler 1: CDEM Group governance, management, culture, funding
- Enabler 2: Risk management, business continuity management, organisational resilience

For the Wellington Region, some KPIs were adapted as these have become less relevant or been superseded since the tool was created. For example, EMIS, the former Emergency Management Information System has been superseded in the Wellington Region by wrem.nz.

Scores were generated as part of a facilitated workshop using the tool for Goal 3, while the remainder of the goals and enablers were self-scored and aggregated using an online MS Teams Form.

Discussions were used to surface examples and evidence of achievements in different areas to moderate and adjust the scoring as required.

The scoring guide forms part of the tool which considers the frequency, achievement level, and arrangements in place which helps define the level of capability for each performance measure.

A ‘maturity index’ was introduced in the first National Capability Assessment report, which categorised performance as ‘unsatisfactory’, ‘developing’, ‘advancing’ or ‘mature’. These categories describe achievement across measures, indicators, objectives, and goals in the Capability Assessment Tool.

Additional maturity descriptors have been added based on an internationally recognised capability maturity model as indicated below.

CDEM Capability Assessment Tool					
Scoring Guide					
Score	Frequency scale	Maturity scale	Maturity model	Achievement scale	Arrangements scale
NO (0)	Never			Not achieved, no progress, no sign of forward action	No arrangements in place
2	Infrequently	Ad Hoc	Response coordination structures in place, may be fragmented or ad hoc. Reactive preparedness measures	Minor progress, with few signs of forward action in plans or policy	Arrangements are either old, in the early stages of development, or have considerable doubts about their current viability
4	Sometimes	Basic	Documented and repeatable processes. Established protocols for communication, resource allocation, and control structure	Some progress, but without systematic policy and/or organisational commitment	Some work completed but requires further work to develop, test, verify and/or embed in the organisation
6	Often	Defined	Integrated across all agencies and functions. Clear lines of communication and collaboration	Organisational commitment attained or considerable progress made, but achievements are not yet comprehensive of needs or requirements	Informal and/or untested arrangements in place, but with a high degree of confidence they will be effective, OR, formal and/or tested arrangements but with further work identified as needed
8	Mostly	Managed	Proactive response strategies based on evolving circumstances and changing needs	Substantial achievement but with some recognised limitations in capacities, capabilities and/or resources	Formalised arrangements, tested, mostly effective, mostly reliable, and largely embedded within the organisation
YES (10)	Always	Adaptive	Adaptive and anticipatory systems and approaches	Comprehensive achievement with sustained commitment and capacities at all levels	Formalised arrangements, tested, effective, reliable, and embedded within the organisation

Context changes for previous Capability Assessment.

It is important to note that the capability assessment tool was developed in 2008 and piloted in New Zealand in 2009 (prior to the Canterbury earthquakes). The tool was revised in 2014 before its use in the second round of national capability assessments but has had no further revision since. In the intervening years, much has been learned following several significant emergencies, and emergency management practice has evolved. Where measures feel less relevant, have evolved, or participants felt like they did not have enough knowledge or evidence to generate a score, they were encouraged to score the area as 'n/a' in order that the overall score for that KPI would not be unduly influenced.

It is very likely that scores from prior assessments recognised the emergency management context of the time and in some cases, would not score at the same level given the ongoing maturity of the emergency management sector since 2015 (the last National Capability Assessment report). While inherent capacity and capabilities within local authorities are likely to be able to absorb the impacts of small, or short duration emergencies, recent experience has shown that emergencies with more significant community impacts, or of a duration longer than a few days, will quickly overwhelm organisational capacity to manage the effects of even moderate emergency events.

So given the additional knowledge and experiences gained across the sector in the last 20 years and fact that this assessment has been focused on subject matter experts within their areas of responsibilities, scores generated previously through this process do not compare well and it is anticipated that the 2024 assessments will set new baselines for the region.

Alignment of this capability assessment with the National Disaster Resilience Strategy

The prior National CDEM Strategy was replaced in April 2019 with the National Disaster Resilience Strategy (NDRS). Although the Capability Assessment Tool is anchored to the old CDEM strategy, broadly the outcome areas translate into the NDRS Goal areas and objectives. The tables on page 28 show a high-level mapping of the goals and objectives of the old CDEM strategy (and hence the Capability Assessment tool), with the goals and objectives of the NDRS.

This should provide some assurance for the Wellington CDEM Group that recommendations within this report will enhance emergency management capability over the long term and support meeting some of the objectives of the NDRS - i.e., investment in strengthening emergency management capability and capacity now will likely map into any future capability assessment process that is more specifically aligned to the NDRS.

National Disaster Resilience Strategy Goals and Objectives

1 Managing Risks	2 Effective Response to and Recovery from Emergencies	3 Enabling, Empowering, and Supporting Community Resilience
OUR OBJECTIVES		
<ol style="list-style-type: none"> Identify and understand risk scenarios (including the components of hazard, exposure, vulnerability, and capacity), and use this knowledge to inform decision-making Put in place organisational structures and identify necessary processes - including being informed by community perspectives - to understand and act on reducing risks Build risk awareness, risk literacy, and risk management capability, including the ability to assess risk Address gaps in risk reduction policy (particularly in the light of climate change adaptation) Ensure development and investment practices, particularly in the built and natural environments, are risk-aware, taking care not to create any unnecessary or unacceptable new risk Understand the economic impact of disaster and disruption, and the need for investment in resilience; identify and develop financial mechanisms that support resilience activities 	<ol style="list-style-type: none"> Ensure that the safety and wellbeing of people is at the heart of the emergency management system Build the relationship between emergency management organisations and iwi/groups representing Māori, to ensure greater recognition, understanding, and integration of iwi/Māori perspectives and tikanga in emergency management Strengthen the national leadership of the emergency management system to provide clearer direction and more consistent response to and recovery from emergencies Ensure it is clear who is responsible for what, nationally, regionally, and locally, in response and recovery; enable and empower community-level response, and ensure it is connected into wider coordinated responses, when and where necessary Build the capability and capacity of the emergency management workforce for response and recovery Improve the information and intelligence system that supports decision-making in emergencies to enable informed, timely, and consistent decisions by stakeholders and the public 	<ol style="list-style-type: none"> Enable and empower individuals, households, organisations, and businesses to build their resilience, paying particular attention to those people and groups who may be disproportionately affected by disasters Cultivate an environment for social connectedness which promotes a culture of mutual help; embed a collective impact approach to building community resilience Take a whole of city/district/region approach to resilience, including to embed strategic objectives for resilience in key plans and strategies Address the capacity and adequacy of critical infrastructure systems, and upgrade them as practicable, according to risks identified Embed a strategic, resilience approach to recovery planning that takes account of risks identified, recognises long-term priorities and opportunities to build back better, and ensures the needs of the affected are at the centre of recovery processes Recognise the importance of culture to resilience, including to support the continuity of cultural places, institutions and activities, and to enable the participation of different cultures in resilience

Capability Assessment Tool Goals and KPI's

Goal 1 – To increase community awareness, understanding, preparedness and participation in civil defence emergency management	
G1A	Increase the level of community awareness and understanding of the risks from hazards
G1B	Improve individual and community preparedness
G1C	Improve community participation in CDEM
G1D	Encourage and enable wider community participation in hazard risk management decisions
Goal 2 - To reduce the risks from hazards to New Zealand	
G2A	Improve the coordination, promotion, and accessibility of CDEM research
G2B	Develop a comprehensive understanding of New Zealand's hazardscape
G2C	Encourage all CDEM stakeholders to reduce the risks from hazards to acceptable levels
Goal 3 - To enhance New Zealand's capability to manage civil defence emergencies	
G3A	Promote continuing and coordinated professional development in CDEM
G3B	Enhance the ability of CDEM Groups to prepare for and manage civil defence emergencies
Goal 4 - To enhance New Zealand's capability to recover from civil defence emergencies	
G4A	Implement effective recovery planning activities
G4B	Enhance the ability of agencies to manage the recovery process
Enabler 1 – Governance and Management arrangements support and enable civil defence emergency management	
E1A	Implement effective organisational structures for CDEM
E1B	CDEM Group culture positively influences the effective delivery of CDEM
E1C	Ensure agencies have funding for civil defence emergency management
Enabler 2 – Organisational resilience supports effective crisis management	
E2A	Organisational resilience is developed through risk management and planned strategies
E2B	Organisational resilience is developed through adaptive capacity