



# Massey University Strategic Emergency Management Framework

**Version 4**

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# Part 1: Background and Overarching Documents

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## 1. Introduction

### 1.1. Context

“Massey University aims to become a leader in the academic emergency management sector by developing good practices based on empirical evidence and contemporary research in emergency management” (Emergency Management Policy, 2016, p. 1.).

### 1.2. Purpose of the Framework

This document provides the foundation for a coordinated and effective approach to emergency management across all of Massey University’s Campuses and effective integration with external local, regional and national emergency management arrangements.

It includes key information from policies, procedures and plans related to emergency management at the University.

### 1.3. Target Audience

This document is intended for all Massey University staff, students, stakeholders, tenants and critical suppliers and will be made available accordingly.

## 1.4. Definition, Vision, Mission and Principles of Emergency Management at Massey University

### 1.4.1. Definition of Emergency Management

For the purpose of this framework; emergency management is defined as:

*“the application of knowledge, measures, and practices that: are necessary or desirable for the safety of the public or property; and are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge, and practices” (New Zealand Government, 2002, s. 4.)<sup>1</sup>*

Additional key terms are defined in *Appendix A: Emergency Management Definitions*.

### 1.4.2. Vision for Emergency Management

Massey University’s vision for emergency management is:

*Resilient organisation, resilient people: University communities understanding and managing their hazards and risks<sup>2</sup>.*

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<sup>1</sup> This definition is the same as that used in the Civil Defence Emergency Management Act (2002) to define *Civil Defence Emergency Management (CDEM)*; however, as the term CDEM is not used outside of New Zealand, and only used to a limited extent within, the term *emergency management* is used at Massey University instead.

<sup>2</sup> The National Civil Defence Emergency Management Strategy lists the vision for emergency management in New Zealand as “Resilient New Zealand – Communities understanding and managing their hazards” (Ministry of Civil Defence & Emergency Management, 2008a, p. 1.).

### **1.4.3. Mission of Emergency Management**

Emergency management protects the University and its communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to reduce risks, prepare for, respond to, and recover from threatened or actual emergencies<sup>3</sup>.

By developing coordinated and effective emergency management arrangements that are conveyed to the University Community, Massey University reduces the level of risk related to emergencies which may negatively impact on the seven big goals listed in The University Strategy: The Road to 2025 (Massey University 2014).

### **1.4.4. Principles of Emergency Management**

Massey University endorses and adopts the principles of emergency management as published by the International Association of Emergency Managers, which, contextualised to Massey University's situation, are:

That emergency management must be:

1. *Comprehensive* – all hazards, all phases [risk reduction, readiness, response and recovery], all stakeholders and all impacts relevant to emergencies are considered.
2. *Progressive* – future emergencies are anticipated and preventive and preparatory measures are taken to build disaster-resistant and disaster-resilient communities.
3. *Risk-driven* – sound risk management principles (hazard identification, risk analysis, and impact analysis) are used in assigning priorities and resources.
4. *Integrated* – unity of effort is ensured among all levels of government and all elements of a community.
5. *Collaborative* – broad and sincere relationships with individuals and organisations are created and sustained to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.
6. *Coordinated* – activities of all relevant stakeholders are synchronised to achieve a common purpose.
7. *Flexible* – creative and innovative approaches are used to solve emergency challenges.
8. *Professional* – a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship and continuous improvement is valued.

Emergency Management Policy, 2016

## **1.5. Goals and Objectives of Emergency Management at Massey University**

Massey University's goals for emergency management describe what the University would like to achieve. The emergency management goals support successful achievement of the big goals outlined in The University Strategy: The Road to 2025 (Massey University 2014) by reducing the likelihood of an emergency, and/or consequence that an emergency would have on the operations of the University.

The objectives provide more specificity to the goals and form the basis for monitoring and evaluating the success of emergency management at Massey University.

The goals and objectives are to:

<sup>3</sup> Adapted from the mission promoted by the International Association of Emergency Managers (Blanchard et al., 2007)

### **1.5.1. Goal 1: Reduce the risks from hazards on University property and areas that may affect the University's operations.**

#### ***Objectives***

- 1a: Effectively integrate emergency management and risk management activities.
- 1b: Develop evidence-based knowledge of the emergency hazards and risks that face the University.
- 1c: Actively apply the outcomes of research and evidence-based practice to the reduction of hazard risk.
- 1d: Support all Campuses, Colleges, Schools, and Departments to reduce risks from hazards to levels acceptable within the University's risk appetite.

### **1.5.2. Goal 2: Increase University-wide awareness, understanding, preparedness and participation in emergency management.**

#### ***Objectives***

- 2a: Increase the level of awareness and understanding of risk at all levels of the University.
- 2b: Improve individual, departmental, Campus and University-wide emergency preparedness.
- 2c: Improve the level of participation in emergency management within the University.
- 2d: Provide a framework for communicating with staff, students and visitors regarding what to do during an emergency.

### **1.5.3. Goal 3: Enhance the University's ability to respond to emergencies.**

#### ***Objectives***

- 3a: Enable and coordinate ongoing emergency management training and professional development.
- 3b: Enhance the University's ability to prepare for and manage emergencies.
- 3c: Develop closer working relationships with emergency services and external emergency management organisations.

### **1.5.4. Goal 4: Enhance the University's ability to recover from emergencies.**

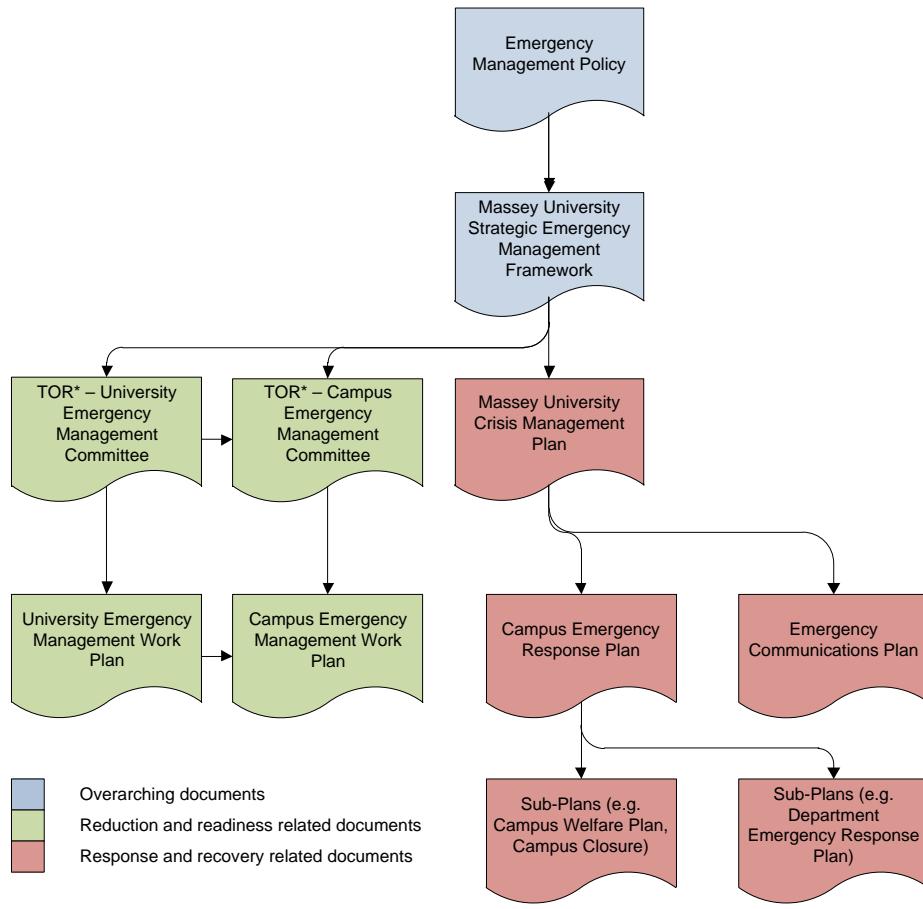
#### ***Objectives***

- 4a: Effectively integrate emergency management, IT disaster recovery and business continuity activities.

## **1.6. Structure of the Framework for Emergency Management**

The following figure shows the key documents that form the emergency management framework and the relationships that exist between these documents.

**Figure 1: Key documents that form the emergency management framework.**



Other key documents may be added to the emergency management framework in the future.

## 1.7. Relationship with External Documents

The vision, mission, goals and objectives are consistent with those specified in:

- The National Civil Defence Emergency Management Strategy,
- The Manawatu-Wanganui CDEM Group Plan,
- The Auckland CDEM Group Plan,
- The Wellington Region CDEM Group Plan.

## 2. Overarching Documents

There are two overarching internal documents within the emergency management framework which are not tied to a particular phase of emergency management. These are

- The Emergency Management Policy
- The Massey University Strategic Emergency Management Framework (this document).

There are also a multitude of external documents, from statute and regulations, through to plans, guidelines and codes of practice that need to be factored in to Massey University's emergency management arrangements, these include, but are not limited to:

- Civil Defence Emergency Management Act (2002)
  - National Civil Defence Emergency Management Strategy (2008a)
  - National Civil Defence Emergency Management Plan (2005)
  - Guide to the National Civil Defence Emergency Management Plan (2006)
  - Civil Defence Emergency Management Group (such as Auckland CDEM Group, Manawatu-Wanganui CDEM Group, and Wellington CDEM Group) plans
  - Local Civil Defence Emergency Management Plans where these exist (such as a city's CDEM Welfare Plan)
- Animal Welfare Act (1999)
- Crimes Act (1961)
- Education Act (1989)
- Fire Service Act (1975)
- Fire Safety and Evacuation of Buildings Regulations (2006)
- Hazardous Substances and New Organisms Act (1996)
  - Hazardous Substances (Emergency Management) Regulations (2001)
- Health Act (1956)
  - New Zealand Influenza Pandemic Plan: A framework for action (2010)
- Health & Safety at Work Act 2015
  - 
  - Health & Safety at Work (General Risk and Workplace Management) Regulations 2016
- Policing Act (2008)
- Radiation Safety Act 2016AS/NZS ISO 31000 Risk Management: Principles and Guidelines (2009)
- AS/NZS4801 Occupational Health and Safety Management Systems (2001)

Many of these documents were considered while developing this framework, but should also be referred to when developing emergency plans, business plans, work programmes and as appropriate to the content of the plans or programmes of work.

## **2.1. Emergency Management Policy**

The Emergency Management Policy outlines the University's position on emergency management; provides an overview of the delegated authority that exists during an incident or emergency; and gives an overview of the governance and management of the emergency management function at Massey University.

The Emergency Management Policy can be found on the Massey University Policy Guide.

## **2.2. Massey University Strategic Emergency Management Framework**

The Massey University Strategic Emergency Management Framework (this document) adds specificity to the policy by: outlining the vision, mission, principles, goals and objectives of emergency management at Massey University; outlining the phases of emergency management; introducing the various emergency plans; and further describing the governance and management arrangements.

# Part 2: Phases of Emergency Management

## 3. Introduction to the Phases of Emergency Management

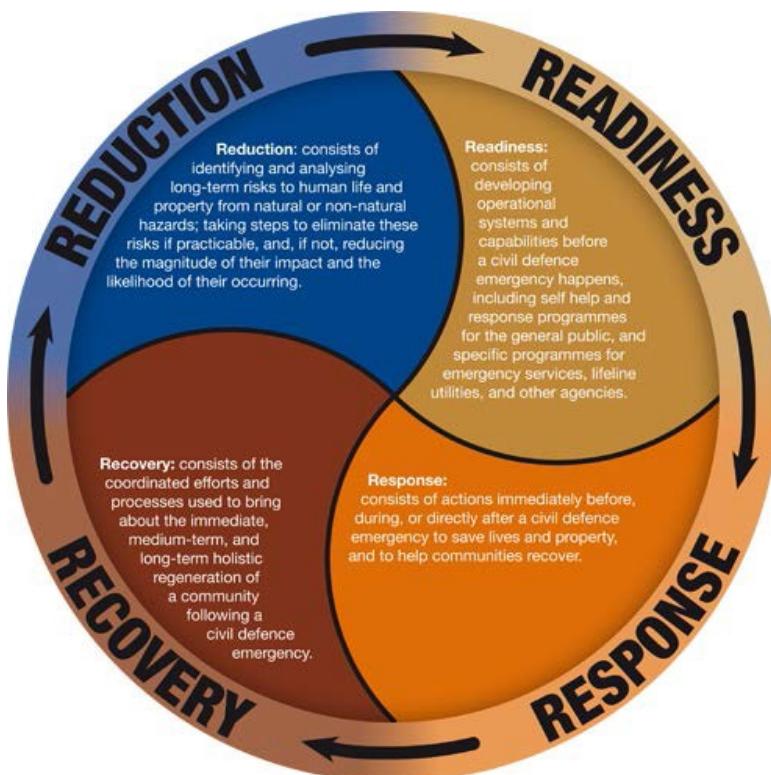
For emergency management to be effective it needs to cover “all phases” rather than only focus on response (as per section 1.4.4. *Principles of Emergency Management*).

New Zealand’s approach to emergency management lists four phases which are:

- Reduction (Risk reduction)
- Readiness
- Response
- Recovery

The phases are sequential in theory (though exceptions exist) and are cyclical in nature (New Zealand Fire Service Commission, 1998).

The following figure shows the phases of emergency management.



*Figure 2: Phases of emergency management<sup>4</sup>.*

<sup>4</sup> Figure taken from National CDEM Planning poster (Ministry of Civil Defence & Emergency Management, 2008b).

Each of the phases is explained in more detail in the following sections.

### **3.1. Relationship between the Phases of Emergency Management and Massey University's Emergency Management Goals and Objectives**

The four goals outlined in section *1.5 Goals and Objectives of Emergency Management at Massey University* generally align with the four phases of emergency management; however, activities that enable Goal 3: *Enhance the University's ability to respond to emergencies* are achieved through Readiness activities and as such, Goal 3 and its objectives are listed under *5.3 Goals and Objectives of the Readiness Phase*.

## **4. Reduction**

### **4.1. Introduction to the Reduction Phase**

In the University context, the reduction phase of emergency management consists of identifying and analysing long-term risk to human life and property from natural, social and technological hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of them occurring<sup>5</sup>.

### **4.2. Relationship between Emergency Management and Risk Management**

Massey University has an established and robust framework for risk management which is based on the principles, framework and process outlined in the Joint Australian New Zealand International Standard on risk management – AS/NZS ISO 31000:2009 *Risk management – Principles and guidelines* (Standards Australia/Standards New Zealand, 2009).

The emergency management arrangements at Massey University have been set up to work collaboratively with the risk management arrangements and each provides information to the other and takes actions that enable successful achievement of the goals and objectives of both groups.

### **4.3. Reduction Principles**

The key principles of risk reduction are<sup>6</sup>:

- That there is a framework for the identification, assessment and treatment of risk, ongoing monitoring and review of progress, and communication and consultation regarding risk.
- That risk treatment measures and controls are managed by the risk owner and appropriately supported by the University.
- That risks that cannot be reduced to a tolerable level through reduction activities are managed through readiness, response, and recovery arrangements.
- That the University emergency management system benchmarks positively against the Emergency Management Accreditation Programme (EMAP)
- That the University seeks to meet Tertiary accreditation against the Accident Compensation Corporation's (ACC's) Workplace Safety Management Practices (ACC Workplace Safety Management Practices, 2008).

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<sup>5</sup> Adapted from National CDEM Planning poster (Ministry of Civil Defence & Emergency Management, 2008b).

<sup>6</sup> Adapted from the Massey University Risk Management Framework (Massey University, 2010) and the AS/NZS ISO 31000:2009 Risk Management: Principles and Guidelines (Standards Australia/Standards New Zealand, 2009).

## **4.4. Goals and Objectives of the Reduction Phase**

The following goals and objectives relate to the reduction phase of emergency management.

***Goal 1: Reduce the risks from hazards on University property and areas that may affect the University's operations.***

***Objective 1a: Effectively integrate emergency management and risk management activities.***

***Objective 1b: Develop evidence-linked knowledge of the emergency hazards and risks that face the University.***

***Objective 1c: Actively apply the outcomes of research and evidence-linked practice to the reduction of hazard risk.***

***Objective 1d: Support all Colleges, Campuses and Divisions to reduce risks from hazards to acceptable levels.***

## **4.5. Reduction Initiatives**

The University Emergency Management Committee and the Campus Emergency Management Committees are responsible for, periodically determining priorities for emergency management (including reduction initiatives) and developing an emergency management work plan based on these priorities. For more information about these committees refer to sections 8.3.3 *University Emergency Management Committee* and 8.3.4 *Campus Emergency Management Committees*.

## **5. Readiness**

### **5.1. Introduction to the Readiness Phase**

In the University context, the readiness phase of emergency management consists of developing operational systems and capabilities before an emergency happens, including self-help and response programmes for staff and students, and specific programmes for formal emergency responders within the University as well as operational practices to enable effective integration with external emergency management organisations<sup>7</sup>.

### **5.2. Readiness Principles**

The key principles of emergency readiness are<sup>8</sup>:

- That emergency management should form part of normal University operations.
- University-wide plans should:
  - describe responsibilities of the University as a whole; and
  - support Campus-level response to emergency events.

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<sup>7</sup> Adapted from National CDEM Planning poster (Ministry of Civil Defence & Emergency Management, 2008b).

<sup>8</sup> Adapted from Part 7 of the National Civil Defence Emergency Management Plan (New Zealand Government, 2005).

### **5.3. Goals and Objectives of the Readiness Phase**

The following goals and objectives relate to the readiness phase of emergency management.

***Goal 2: Increase University-wide awareness, understanding, preparedness and participation in emergency management.***

***Objective 2a: Increase the level of awareness and understanding of risk at all levels of the University.***

***Objective 2b: Improve individual, departmental, Campus and University-wide emergency preparedness.***

***Objective 2c: Improve the level of participation in emergency management within the University.***

***Objective 2d: Provide a framework for communicating with staff, students and visitors regarding what to do during an emergency.***

***Goal 3: Enhance the University's ability to respond to emergencies.***

***Objective 3a: Enable and coordinate ongoing emergency management training and professional development.***

***Objective 3b: Enhance the University's ability to prepare for and manage emergencies.***

***Objective 3c: Develop closer working relationships with emergency services and external emergency management organisations.***

### **5.4. Training and Professional Development**

#### **5.4.1. Training Needs Analysis**

Each Campus shall conduct a risk-based, or functional, training needs analysis not less than every three years that includes an analysis of gaps between intended and actual capability (depth of knowledge and skills) and capacity (quantity of trained personnel).

Campus-level needs analyses should be aligned with any university-wide needs analyses.

#### **5.4.2. Annual Training Plans**

Each Campus shall, through discussion with other Campuses develop an annual training plan for emergency management.

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### **5.4.3. Training and Professional Development**

Where competency standards exist, and have been identified as essential, preference should be given to formal training that meets these competency standards.

Not all training and professional development needs to be standards-based. A mix of formal and informal training and development is often the most effective and efficient way of developing capability.

### **5.4.4. Revalidation of Competence**

Where current industry practice requires revalidation of skills and knowledge in a particular topic, course, or series of learning outcomes (such as First Aid, Breathing Apparatus, Confined Space Entry etc), Massey University endorses and supports this approach and will provide resourcing accordingly.

### **5.4.5. Credentialing**

Credentialing is the process of identifying competencies and qualifications of emergency management staff and recording and maintaining this information.

In order to adequately manage training, professional development and response activities related to emergency management, it is important to build and maintain a database of credentials. The database will allow for:

- Identification of any shortfall in capability and capacity of trained staff (gap analysis).
- Effective management of the delivery of training and professional development sessions.
- The ability to record, in a centralised database, training activity and schedule refresher/revalidation training.
- Storage of contact details of trained and competent emergency management / emergency response personnel and research expertise (possibly through integration with the University's HR Management System).
- The ability to query the database to return the names and contact details of competent emergency management / emergency response personnel based on various criteria.
- Integration with systems to allow for automated activation of identified personnel.
- Reporting on level of capability and capacity for the purpose of monitoring and evaluation

## **5.5. Testing and Exercising**

The University will develop a coordinated Testing and Exercise Plan which is designed to:

- Test planning and operational arrangements and highlight: areas of improvement, and; areas of commendable practice.
- Meet applicable legally prescribed testing requirements<sup>10</sup>.
- Provide assurance that planning and operational arrangements are working effectively and are being continuously improved.
- Provide learning and development opportunities for the people involved.

This plan should be included in Campus annual emergency management training plans.

## **5.6. Equipment and Facilities**

The University commits to developing its caches of equipment for emergency management and access to facilities needed during training, exercising and testing, and emergency response in line

with the level and type of training identified by the training needs analysis and annual training plans and following recommendations from post exercise/event debriefs.

## **5.7. Inter-Agency Relationships**

In order to be able to respond effectively to an emergency event, pre-event relationships between organisations are crucial in order to develop an understanding of other organisations' mission, scope goals, objectives, work programme, operating systems technologies and capacity.

Involvement of Campus staff in the relevant Civil Defence Emergency Management (CDEM) Groups' Co-ordinating Executive Group (CEG) and/or its sub-committees or sub-groups is key to strengthening these relationships<sup>11</sup>.

Massey University Campuses should also consider engaging with other Tertiary Education Institutes (TEIs) in their region to develop possible synergies and economies of scale and determine mutual aid arrangements.

### **5.7.1. Compatible Systems**

In order to ensure effective emergency response, Massey University needs to work with Civil Defence Emergency Management and emergency response organisations, to develop business systems and technologies that are compatible with these external agencies, where practical.

### **5.7.2. Joint Training and Exercises**

Whenever Massey University arranges or runs training or exercises which support its internal emergency management arrangements, attendance by staff (or students, if appropriate) from other Massey Campuses should be considered. It is also worth considering whether or not staff from external agencies should be invited to attend the training, or take part in or observe the exercise to strengthen the relationship between Massey University and external agencies that have an emergency management mandate.

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<sup>10</sup> Such as the requirements described in the Fire Safety and Evacuation of Buildings Regulations (2006) and the Hazardous Substances (Emergency Management) Regulations (2001).

<sup>11</sup> Each CEG comprises senior managers from the regional council, local authorities, Police, Fire Service and hospital or health service.

It is at the University's discretion whether or not costs will be recovered from, or disbursements reimbursed to, these organisations for their involvement; however, if they will, this must be agreed with the external agency in advance of the training session or exercise.

### **5.7.3. Mutual Aid**

The University may seek to develop Mutual Aid agreements with other TEOs or external agencies to support one another during an emergency that directly impacts one or both parties.

## **5.8. Tenants and Service Providers**

External organisations that provide contracted services to Massey University and organisations who are tenants of Massey University must develop emergency plans that are consistent with those of the University. These organisations are responsible for their own equipment and training; however, Massey University will provide access to relevant documentation which supports their emergency planning.

Emergency Management Policy, 2016

The details of sections 5.7.1 *Compatible Systems* and 5.7.2 *Joint Training and Exercising* should also apply to tenants and contracted critical service providers.

### **5.8.1. Memoranda of Understanding and Critical Supplier Emergency Arrangements**

Massey University may seek to develop memoranda of understanding (MoU) or contracts for the provision of goods and services, related to emergency response, prior to any emergency event occurring.

Some (hypothetical) examples include:

- The University signs a MoU with the supplier of flood barriers on the terms that the supplier will deliver the barriers to the University in the case of severe flooding, in exchange for payment of a retainer while the product is not being used, and an agreed day rate when the barriers are deployed.
- The University signs a contract with its existing catering provider for the provision of additional catering during an emergency event that affects the University. This critical supplier must develop an Emergency Response Plan or Business Continuity Plan which explains how it will meet its contracted service delivery during an emergency event.

All MoU and contracts for goods and services will be subject to any instructions from the National, Group or Local CDEM Controller during a declared state of Civil Defence Emergency (refer to sections 8, 9 and 28 of the Civil Defence Emergency Management Act (2002) for details).

## 6. Response

### 6.1. Introduction to the Response Phase

In the University context, the response phase of emergency management consists of actions immediately before, during, or directly after an emergency to save lives and property, and to help University communities recover<sup>12</sup>.

### 6.2. Response Principles

The key principles of emergency response are<sup>13</sup>:

- That organisations should respond to an emergency by activating their own plans and coordinating and consulting with the lead agency. Within the constraints that the emergency creates, the University, operating within its own jurisdiction, must coordinate and consult with interdependent agencies to—
  - Assess the impact of an event on its own staff, assets, and services; and
  - activate its own continuity and emergency arrangements; and
  - maintain or restore the services it provides; and
  - communicate with lead agencies, other responders, staff, visitors, students and the public; and
  - align response activities with other agencies to avoid gaps duplications, and to ensure mutual health and safety
- General emergency response objectives include<sup>12</sup> —
  - preservation of life; and
  - prevention of escalation of the emergency; and
  - maintenance of law and order; and
  - care of sick, injured, and dependent people (first aid, medical, and evacuation facilities, provision of medical services); and
  - provision of psychological and welfare services to affected people; and,
  - provision of essential services (lifeline utilities, food, shelter, information for staff, students, visitors, the public, and media, remuneration); and
  - preservation of governance (continuity of the machinery of government);
  - protection of accident scenes in accordance with legislation; and
  - asset protection, including buildings and historic heritage assets (including structures, areas, landscapes, archaeological sites, and wahi tapu); and
  - protection of natural and physical resources (to the extent reasonably possible in the circumstances); and
  - preservation of economic activity.
- The University's structures and actions must not be inconsistent with these objectives.
- Response structures for large-scale emergency events (e.g. Local Emergencies and University Emergencies: see section 6.4.2 *The Massey University Emergency Management System (MUEMS)* for details) must allow for space for strategic thinking during the response to allow opportunities to be exploited (Vargo & Seville, 2008).
- Essential business functions are able to continue to operate during an emergency event, even if this is at a reduced capacity.

<sup>12</sup> Adapted from National CDEM Planning poster (Ministry of Civil Defence & Emergency Management, 2008b).

<sup>13</sup> Adapted from section 59 of the National Civil Defence Emergency Management Plan (New Zealand Government, 2005).

- University and Campus Level essential business functions are documented in the University Business Impact Analysis (2010)

### **6.3. Goals and Objectives of the Response Phase**

While Goal 3: *Enhance the University's ability to respond to emergencies* relates directly to the response phase, this goal is achieved by successful completion of its objectives through readiness activities. Refer to section 5 *Readiness* for details.

### **6.4. System for Managing Emergency Events**

The University endorses and adopts the Co-ordinated Incident Management System (CIMS) as the basis for the Massey University Emergency Management System (MUEMS).

The Massey University Emergency Management System (MUEMS) is used for the management of all emergency events, including Incidents (Level 1), Local Emergencies (Level 2) and University Emergencies (Level 3).

Any directions given by the National CDEM Controller or a CDEM Group Controller or Local CDEM Controller during a state of emergency, takes precedence over those of the University Crisis Management Team Leader and/or the Vice-Chancellor, or delegate.

Emergency Management Policy,2016

#### **6.4.1. The Co-ordinated Incident Management System (CIMS)**

“The CIMS structure is based on the following elements:

- Common terminology
- A modular organisation
- Integrated communications
- Consolidated incident action plans
- Manageable span of control
- Designated incident facilities
- Comprehensive resources management” (Ministry of Civil Defence & Emergency Management, 2008c, p. 107).

#### **6.4.2. The Massey University Emergency Management System (MUEMS)**

The Massey University Emergency Management System (MUEMS) is scalable, and can be used for managing all events from small incidents through to University-wide emergencies. The three levels of emergency event are:

<b>Level 1: Incident</b>	<p>Refers to any event that affects a person or people in one location<sup>14</sup> (such as a building or campus) and requires an immediate, formal emergency response, but can be managed effectively by local management and response personnel, has little or no impact on the operations of a campus or the University and there is no need for emergency communications.</p> <p>Incidents are often managed in accordance with sub-plans / departmental emergency response plans and using business as usual structures.</p>
<b>Level 2: Local Emergency</b>	<p>Refers to an event that directly affects people in one location (such as a campus) and: has a significant impact on the operations of one campus; places a high level of demand on local management and response personnel; or, requires significant coordination of internal and external resources and may result in the activation of the Emergency Communications Plan and/or the University Crisis Management Team.</p> <p>Local Emergencies are generally managed in accordance with the Campus Emergency Response Plan and the Emergency Communications Plan.</p>
<b>Level 3: University Emergency</b>	<p>Refers to an event that directly affects people in more than one location and/or has a significant impact on the operations of the University and cannot be effectively managed by local management and response personnel, or requires significant coordination of internal and external resources and results in activation of the Emergency Communications Plan and the University Crisis Management Team</p> <p>University Emergencies are generally managed in accordance with the University Crisis Management Plan, Campus Emergency Response Plan and the Emergency Communications Plan.</p>

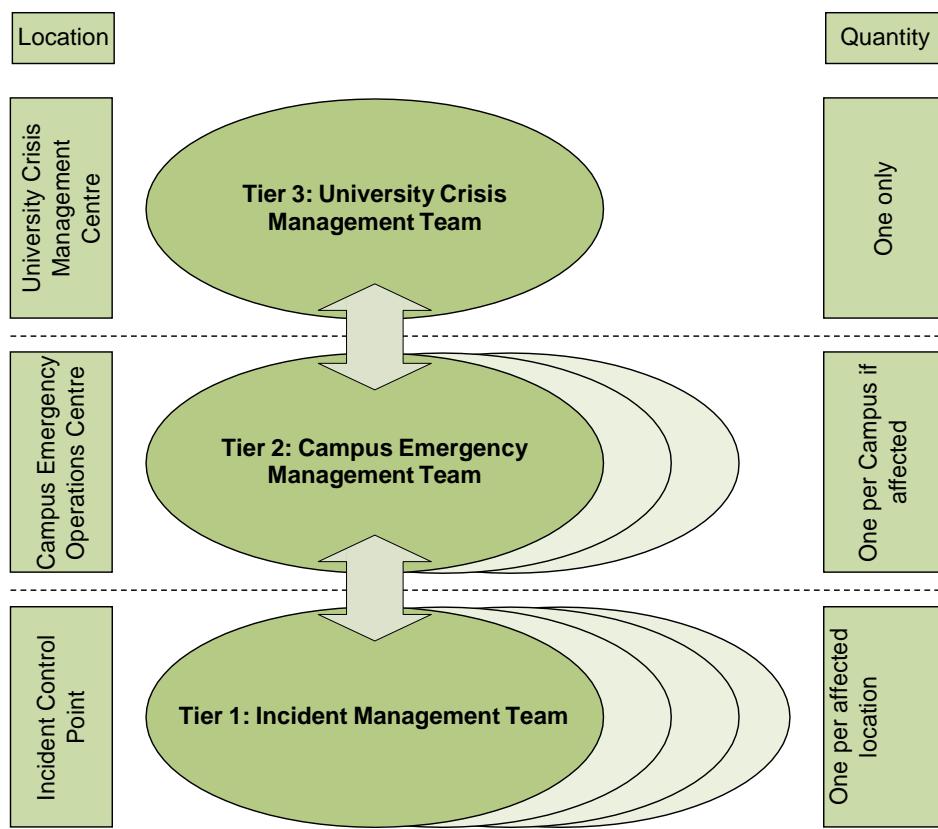
The level of an emergency event can change as the situation develops and/or more information becomes available. Key decision makers are encouraged to determine the level of emergency event quickly, based on the information to hand, and then escalate or de-escalate the level as the situation evolves and/or more information becomes available.

The MUEMS structure is based on getting the right people for each role and ensuring that appointments to each role are made for primary and alternate positions. Where possible the positions in the MUEMS are linked to “business as usual” positions, so as to ensure continuity of knowledge, experience and authority is sustained.

The MUEMS comprises three tiers of emergency response management – each relates a team:

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<sup>14</sup> Refer to *Appendix A: Emergency Management Definitions* for the definition of “location”.



**Figure 3: Tiers of emergency response management.**

It is important to note that the tiers do not necessarily relate to the levels of emergency event, for example, during a Local Emergency (Level 2), the University Crisis Management Team may be activated to provide support to the Campus Emergency Management Team.

The key function of each of the teams is listed below:

- Tier 3: University Crisis Management Team – provides strategic and tactical oversight of emergency events.
- Tier 2: Campus Emergency Management Team/s – provides operational management and decision making for emergency events.
- Tier 1: Incident Management Team/s – provides operations control and decision making, generally in the field, for emergency events.

For more information about the MUEMS, refer to the Massey University Campus Emergency Response Plan.

#### **6.4.3. Delegations of Authority specific to Emergency Response and Recovery**

Additional delegations of authority exist during a declared emergency (Local Emergency – Level 2, or University Emergency – Level 3). Details of these delegations are included in the Campus Emergency Response Plan.

## **6.5. Emergency Response Plans**

There are three key plans that relate to emergency response; these are:

- The Massey University Crisis Management Plan
- The Emergency Communications Plan
- Campus Emergency Response Plan (covers the Manawatu, Wellington and Albany Campuses).

Emergency Response Plans should be developed using a functional approach to planning rather than a scenario-based approach. Scenario-based emergency plans may be appended to the Emergency Response Plan for high-risk and/or time-critical emergency event scenarios if the plan owner believes this will add value.

### **6.5.1. Massey University Crisis Management Plan**

The Massey University Crisis Management Plan provides direction regarding the University-level response to an emergency event. The Crisis Management Plan would be activated in the event of a Crisis that may significantly impact the University's core operations, revenue and reputation.

The key material associated with this planning is consolidated into Crisis Management Packs for ease of distribution, reference and use. This information provides a framework for the initial response to a crisis management event or situation, and assists in identifying business recovery priorities and in the development of the recovery strategy.

### **6.5.2. Emergency Communications Plan**

The Emergency Communications Plan provides guidance to University staff with a responsibility for communicating internally or externally to reduce the anxiety of staff, students and stakeholders and reduce reputational damage.

### **6.5.3. Campus Emergency Response Plans**

The Campus Emergency Response Plan (Campus ERP) is a generic campus-level plan for responding to identified and unidentified incidents and emergencies. Campus-specific information, in the form of procedures, guidelines, checklists, action plans etc., are appended to the Campus ERP, as required by each Campus.

### **6.5.4. Sub-Plans**

The term "Sub-Plan" (also sometimes referred to as a "Local Plan" or "Departmental Emergency Response Plan") refers to any additional plan, procedure, Standard Operating Procedure (SOP) or similar document, related to the emergency response to hazards or to mitigate emergency risks within the University.

Local emergency procedures are mandatory under the Health and Safety at Work (General Risk and Workplace Management) regulations 2016 and the Fire Safety and Evacuation of Buildings Regulations (2006). Other legislation may also require local emergency procedures depending upon the nature of activities undertaken e.g.

Hazardous Substances and New Organisms Act (1996). Any sub-plan developed without the use of a University template (refer below) must comply with all relevant legislation.

Sub-plans must be subordinate to *the Campus Emergency Response Plan*. All sub-plans must be

verified by the University Emergency Management Committee or may be delegated to Campus Emergency Management Committees in respect of Departmental Emergency Response Plans (refer to section 8.3 *Management of Emergency Management during the Reduction and Readiness Phases* for more information about emergency management committees).

The Campus Emergency Management Committees may develop and/or approve sub-plan templates and may require staff to use those templates for emergency planning.

Where a sub-plan template has been approved by one of the emergency management committees, it shall state either:

1. That completion of the plan in accordance with the template and guidance notes constitutes verification by the relevant emergency management committee. Or,
2. That upon completion of the plan, it must be tabled at the next meeting of the relevant emergency management committee for verification.

In the absence of any existing plan, all new plans shall be considered to be 'approved' whilst waiting verification from a relevant emergency management committee.

## 6.6. Review of Emergency Response Plans

All emergency response plans will be reviewed periodically, at intervals not exceeding two years.

All emergency response plans will be reviewed after any emergency event for which a Massey University emergency response plan was used, with recommendations from the Post Event Debrief being incorporated into the Emergency Response Plan at the time of the review

## 7. Recovery

### 7.1. Introduction to the Recovery Phase

In the University context, the recovery phase of emergency management consists of the coordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration of the University community following an emergency<sup>15</sup>.

### 7.2. Recovery Principles

The key principles of emergency recovery are<sup>16</sup>:

- Recovery is a developmental and remedial process encompassing the following activities:
  - minimising the escalation of the consequences of the emergency
  - regeneration of the emotional, social and physical well-being of the University Community
  - taking opportunities to adapt to meet the physical, environmental, economic and psychosocial future needs of the University Community

<sup>15</sup> Adapted from National CDEM Planning poster (Ministry of Civil Defence & Emergency Management, 2008b).

<sup>16</sup> Adapted from Recovery Management: Director's Guidelines for CDEM Groups [DGL 4/05] (Ministry of Civil Defence & Emergency Management, 2005) and AS/NZS 5050:2010 Business continuity – Managing disruption-related risk (Standards Australia/Standards New Zealand, 2010).

- reducing future exposure to hazards and their associated risks.
- The establishment of recovery activity begins immediately after the impact of an event and

works in parallel with response activities.

- The affected University Community need to be actively involved in recovery efforts.
- University recovery structures should link effectively with those in place through national, regional and local Civil Defence Emergency Management arrangements.

### 7.3. Goals and Objectives of the Recovery Phase

The following goals and objectives relate to the recovery phase of the emergency management.

#### Goal 4: Enhance the University's ability to recover from emergencies.

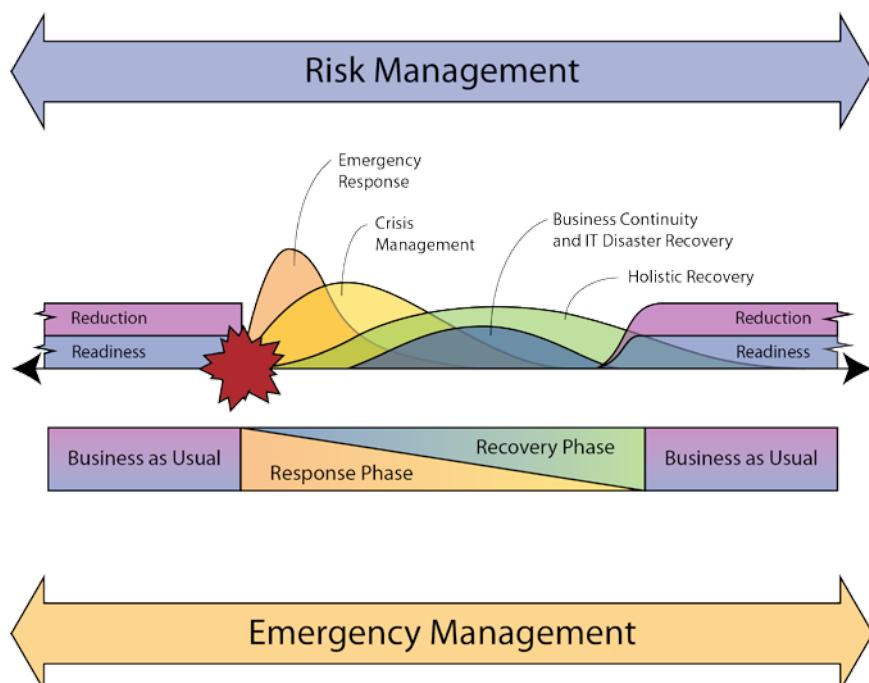
*Objective 4a: Effectively integrate emergency management, IT disaster recovery and business continuity activities.*

### 7.4. Relationship between Risk Management, Crisis Management, Emergency Management, IT Disaster Recovery and Business Continuity Planning and Management

The emergency management framework supports effective:

- IT Disaster Recovery
- Business Continuity Planning and Management.

It is important to note that both emergency management and risk management are broad, holistic areas of practice; effective emergency management supports, and is supported by, effective risk management.



**Figure 4: The Relationship between Crisis Management, Emergency Management, IT Disaster Recovery and Business Continuity Planning and Management.**

# Part 3: Management and Maintenance

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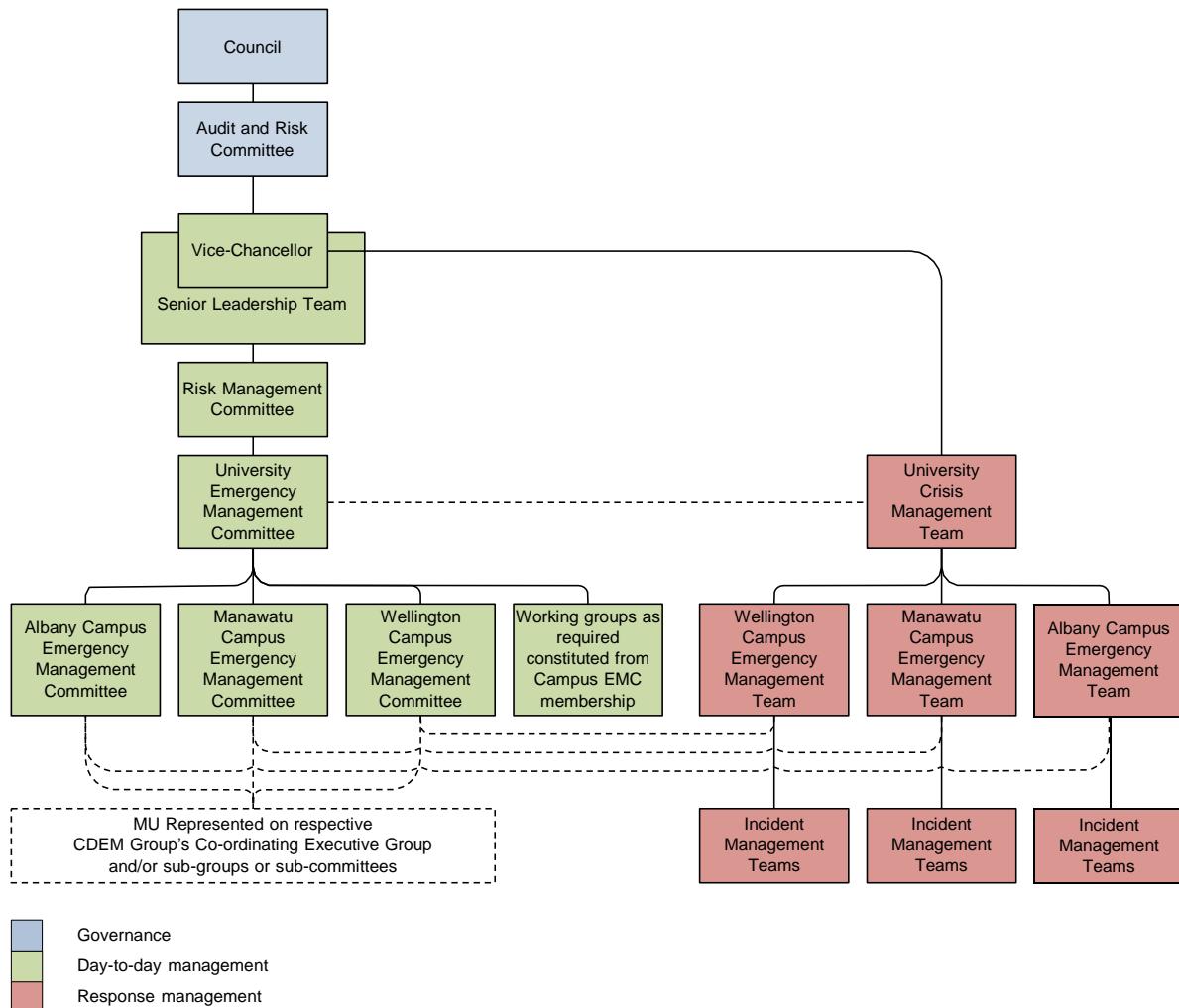
## 8. Governance and Management

### 8.1. Introduction

Emergency management covers all phases of an emergency – reduction, readiness, response and recovery. As such, there must be structures for:

- Business as usual activities:
  - Governance of the emergency management function is addressed in section 8.2 *Governance* for more information.
  - The day-to-day management of the emergency management function (primarily the reduction and readiness phases) at Massey University is addressed in section 8.3 *Management of Emergency Management during the Reduction and Readiness Phases* for more information.
- Management during emergency events:
  - The effective management of the response and recovery phases is addressed in section 6.4.2 *The Massey University Emergency Management System (MUEMS)* for more information.

The governance and management of the emergency management function at Massey University is outlined in *Figure 5: Governance and management of the emergency management function*.



**Figure 5: Governance and management of the emergency management function.**

Note the clear delineation between Emergency Management Committees, in green boxes on the left-hand side of the diagram, and Emergency Management Teams in the red boxes on the right-hand side.

The business as usual structures are described in the following sections.

## 8.2. Governance

The governance function is performed by the University Council.

### 8.2.1. University Council

The University Council has the following role in relation to emergency management at Massey University:

Approves the Massey University Emergency Management Policy. Seeks periodic assurance from management that the Strategic Emergency Management Framework has been implemented and is operative.

Emergency Management Policy, 2016

In relation to emergency management, the Audit and Risk sub-committee:

- Recommends to Council the approval of the Emergency Management Policy.
- Receives reports on the Emergency Management and Business Continuity Work plans
- Outlines the strategic direction for emergency management activities at Massey University.

### **8.3. Management of Emergency Management during the Reduction and Readiness Phases (Day-to-Day Management)**

The following groups have responsibility for effective and coordinated emergency management at Massey University:

- Senior Leadership Team
- Risk Management Committee
- University Emergency Management Committee
- Campus Emergency Management Committees
- Managers

#### **8.3.1. Senior Leadership Team**

In relation to emergency management, the Senior Leadership Team (SLT), including the Vice-Chancellor:

- Owns the emergency management arrangements.
- Provides financial and non-financial resources to enable successful completion of agreed Improvement Action Plans, work plans and business plans.
- Reports to the Audit and Risk Committee of Council on the effectiveness of the University's emergency management arrangements and level of preparedness.

#### **8.3.2. Risk Management Committee**

The Risk Management Committee is an approved sub-committee of SLT. The functions of the Risk Management Committee in relation to emergency management are:

- Monitor and review the effectiveness of emergency management arrangements.
- Facilitate University-wide involvement in emergency management.
- Receive reports from the University Emergency Management Committee.
- Report to SLT on the effectiveness of the University's emergency management arrangements and level of preparedness.

### **8.3.3. University Emergency Management Committee**

The University Emergency Management Committee is a sub-committee of the Risk Management Committee. Its role is to:

- Approve the University emergency management work plan, consistent with the strategic direction set by the Council, as advised by SLT, and the Emergency Management Policy, and Strategic Emergency Management Framework.
- Monitor and review progress of sub-projects established as necessary as part of the emergency management work plan.
- Periodically review the University Emergency Management Committee Terms of Reference.
- Ensure the maintenance of the University Crisis Management Plan.
- Approve an annual Testing and Exercising Plan.
- Recommend the appointment of staff for the roles of the University Crisis Management Team (both primary role holders and alternates) for approval by the Vice-Chancellor.
- Ensure effective coordination of resources and effort across all Campuses.
- Provide input to University-level and Campus-level emergency management planning, initiatives and documents.
- Ensure that appropriate communication avenues about emergency management occur across all parts of the University, and that, where issues are identified and assessed as requiring action, appropriate action is taken and monitored.
- Receive reports from all Campus Emergency Management Committees.
- Report to the Risk Management Committee on the state of emergency management activities and preparedness across the University.

University Emergency Management Committee: Terms of Reference,

### **8.3.4. Campus Emergency Management Committees**

There are three Campus Emergency Management Committees, one for each Campus. The role of the Campus Emergency Management Committees is to:

- Prepare and approve a campus emergency management work plan, consistent with the University-wide emergency management priorities and work plan, as described in the Emergency Management Policy, and Strategic Emergency Management Framework.
- Monitor and review progress of sub-projects (if any) and tasks established as necessary as part of the emergency management work plan.
- Periodically review the Campus Emergency Management Committee Terms of Reference.
- Ensure maintenance of the Campus Emergency Response Plan.
- Facilitate delivery of Campus emergency response training, exercising and testing plans and ensure effective implementation of these plans.
- Nominate staff for the roles of the Campus Emergency Management Team (both primary role holders and alternates) for approval by the Chair of the Campus Emergency Management Committee.
- Provide input to University-level emergency management planning, initiatives and documents.
- Ensure that appropriate communication avenues about emergency management occur across all parts of the Campus, and that, where issues are identified and assessed as requiring action, appropriate action is taken and monitored.
- Ensure campus participation in the local Civil Defence Emergency Management Group.

Campus Emergency Management Committee: Terms of Reference, September 2016

As noted above, the University, through its Campuses, is expected to be an active participant in the Civil Defence Emergency Management Groups within which its Campuses sit. These are:

- Manawatu-Wanganui CDEM Group
- Auckland CDEM Group
- Wellington CDEM Group.

And if justified (e.g. staffing numbers deem it appropriate), may also include:

- Taranaki CDEM Group
- Hawke's Bay CDEM Group.

### **8.3.5. Senior Managers**

Senior Managers at Massey University are individually and collectively responsible for:

... the implementation of the Massey University Strategic Emergency Management Framework, including resourcing, planning, training, testing, monitoring and review of the Emergency Management Preparedness at Massey University.

Emergency Management Policy, 2016

## **9. Monitoring and Evaluation**

### **9.1. Introduction**

"It is important for agencies to continually monitor and measure progress in order to know when they have successfully reached their current goals and objectives and to ensure they have the capacity and capability necessary to be able to perform their... roles and responsibilities. This requires a programme of monitoring and evaluation" (Ministry of Civil Defence & Emergency Management, 2006 s. 1.11 ).

### **9.2. Monitoring and Evaluation Plan**

The University recognises the Emergency Management Accreditation Programme as a sound benchmark for its emergency management system.

A comprehensive evaluation shall be conducted every two years, which should involve the participation of external experts such as risk/emergency management staff from another university and/or local Civil Defence Emergency Management staff.

The Risk Management Committee will develop and oversee the implementation of the University's Monitoring and Evaluation Plan<sup>17</sup>.

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<sup>17</sup> The Emergency Management Preparedness Project (2011) produced a baseline measure of emergency management preparedness which can be used as a start point for the development of a monitoring and evaluation plan. The baseline was created using two key tools:

1. A Self-Assessment Survey based on the Emergency Management Accreditation Program's (EMAP) Emergency Management Standard, completed by members of the project team and validated by the project team as a whole. Refer to [www.emaponline.org](http://www.emaponline.org) for more information.
2. A Self-Assessment Survey for all staff seeking their understanding of their own level of emergency preparedness.

## 10. Appendices

### 10.1. Appendix A: Emergency Management Definitions

#### 10.1.1. Levels of Emergency Events

**Level 1: Incident** refers to any event that affects a person or people in one location (such as a building or campus) and requires an immediate, formal emergency response, but can be managed effectively by local management and response personnel, has little or no impact on the operations of a campus or the University and there is no need for emergency communications.

NOTES: 1. Incidents are often managed in accordance with Sub-Plans/Departmental Emergency Response Plans and using business as usual structures.

NOTES: 2. Refer to definitions of “location”.

**Level 2: Local Emergency** refers to an event that directly affects people in one location (such as a campus): has a significant impact on the operations of one campus; place a high level of demand on local management and response personnel; or, requires significant coordination of internal and external resources and may result in the activation of the Emergency Communications Plan and/or the University Crisis Management Team.

NOTES: 1. Refer to definitions of “location”.

**Level 3: University Emergency** refers to an event that directly affects people in more than one location and/or has a significant impact on the operations of the University and cannot be effectively managed by local management and response personnel, or requires significant coordination of internal and external resources and results in the activation of the Emergency Communications Plan and the University Crisis Management Team.

NOTES: 1. Refer to definition of “location”.

#### 10.1.2. Alphabetical Listing of Terms

**Business Continuity** is “the uninterrupted availability of all key resources supporting essential business functions” (Australian National Audit Office, 2000).

**Campus Emergency Management Team** is the group of incident management personnel carrying out the key functions of Response Coordination, Recovery Coordination, Finance, Planning and Intelligence, Operations and Logistics in support of Incident Management Teams across the Campus.

**Campus Emergency Response Plan** (Campus ERP) is a generic campus-level plan for responding to identified and unidentified emergencies. Campus-specific information, in the form of procedures, guidelines, checklists, action plans etc., are appended to the Campus ERP, as required by each Campus.

**Communities** are groups of people organised around common values and attributed with social cohesion.

**Coordinated Incident Management System (CIMS)** is “a structure to systematically manage emergency incidents” (New Zealand Fire Service Commission, 1998).

NOTE: 1. Massey University has adopted the CIMS structure for use primarily during Local

Emergencies (Level 2) and University Emergencies (Level 3).

**Emergency communications** refers to internal or external communications that are intended to reduce the anxiety of staff, students and stakeholders and reduce reputational damage.

**Emergency Communications Plan** provides guidance and templates with regard to communications.

**Emergency management** means the application of knowledge, measures, and practices that: are necessary or desirable for the safety of the public or property; and are designed to guard against, prevent, reduce, or overcome any hazard or harm or loss that may be associated with any emergency; and includes, without limitation, the planning, organisation, co-ordination, and implementation of those measures, knowledge, and practices.

**Emergency Management Policy** is a Council-approved statement that defines the University's position on emergency management. It can be found on the Massey University Policy Guide.

**Emergency response management** means the management of the response phase of an emergency event.

**Emergency Event** refers to any occurrence, whether natural, social or technological that impacts on one or more staff members, students or stakeholders of Massey University, but does not include occurrences that affect only information communications technology systems (as these are managed in accordance with the IT Disaster Recovery Plan).

- NOTES:
1. The term “emergency event” covers Incidents (Level 1), Local Emergencies (Level 2) and University Emergencies (Level 3).
  2. The terms “event” and “emergency event” are used interchangeably, and their usage depends on the audience of the document – “emergency event” should be used where there is a possibility that “event” may be confused with health and safety event or a scheduled activity or function such as a graduation ceremony.

**Hazard** refers to “a potentially damaging physical event, phenomenon or human activity, which may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation” (Inter-Agency Secretariat of the International Strategy for Disaster Reduction United Nations, 2004, p. 16)

- NOTES:
1. At Massey University the term “hazard” is used to define both an actual and a potential event.

**Holistic recovery** means (in the context of Emergency Management at Massey University) the broad activities required to restart, rebuild and regenerate the affected community, not just the restart of business operations.

**Incident** (Level 1) refer to “Levels of Emergency Events” at the beginning of this appendix.

**Incident Controller** is the person delegated to direct and control the response to an Incident in the field (Level 1) or an incident site as part of a wider emergency

**Interdependent agencies** are organisations that depend on each other during emergency events. Interdependent agencies may include, but are not limited to: the New Zealand Police, New Zealand Fire Service, ambulance service providers, District Health Boards, Territorial Authorities, Tertiary Education Commission, Ministry of Education, Ministry of Civil Defence & Emergency Management, Ministry of Social Development, Director for Radiation Safety commercial tenants.

**IT Disaster Recovery** relates to policies, procedures, plans and systems for the recovery of information technology systems immediately after an emergency event.

**Local Emergency** (Level 2) refer to “Levels of Emergency Events” at the beginning of this appendix.

**Location** refers to any of the following: a workplace, building, campus (Manawatu, Albany, Wellington), site (such as Hokowhitu, East Precinct, Keeble’s Block, the site of a field trip) or non-geographic grouping (such as extramural students).

**Massey University Strategic Emergency Management Framework** (“the Framework”) – this document – is an overarching document that outlines the vision, mission, principles, goals and objectives of emergency management at Massey University; how emergency management arrangements at the University relate to other (internal and external) arrangements.

**Massey University Emergency Management System (MUEMS)** is a structure for managing emergency events which is based on the Co-ordinated Incident Management System.

**Risk** means “the effect of uncertainty on objectives” (Standards Australia/Standards New Zealand, 2009, p. 1).

**Risk Management** means “coordinated activities to direct and control an organisation with regard to risk” (Standards Australia/Standards New Zealand, 2009, p. 2).

**Risk Management Framework** outlines a risk management framework process for Massey University that provides the foundations and organisational arrangements for designing, implementing, monitoring, reviewing and continuously improving risk management processes throughout the University. Massey University’s Risk Management Framework can be found on the Policy Guide.

**Stakeholders** are those people and organisations that may affect, or be affected by, or perceive themselves to be affected by, a decision or activity.

**Tertiary education institutions (TEIs)** are public providers of tertiary education. There are five kinds of tertiary education institutions as defined in section 159 of the Education Act 1989:

- Universities
- Polytechnics
- Colleges of education
- Wānanga, and
- ‘Specialist colleges’ (Ministry of Education, 2010).

**University Communities** are communities that have a tie to the University; these include students, staff and stakeholders and their sub-communities.

**University Emergency** (Level 3) refer to “Levels of Emergency Events” at the beginning of this appendix.

**University Crisis Management Team** refers to the team that may be activated during level two emergencies, and that will be activated to respond to level three University emergencies. This team is responsible for implementing the University Crisis Management Plan and the Emergency Communications Plan.

**University Crisis Management Team Leader** is the person appointed to manage the strategic response and recovery to an emergency and provide input into emergency communications. This role is usually performed by the AVC Operations, International & University Registrar.

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