



GISBORNE
DISTRICT COUNCIL



19-88

Title: CDEM Review Recommendations
Section: Civil Defence & Emergency Management
Prepared by: Yvette Kinsella, Principal Officer - Integrated Strategy
Meeting Date: 29 March 2019

Legal: Yes	Financial: Yes	Significance: Medium
------------	----------------	-----------------------------

Report to COORDINATING EXECUTIVE GROUP for decision

PURPOSE

In 2018, Council completed a review of the future structure and management options for delivery of the Tairāwhiti Civil Defence and Emergency Management (CDEM) function. The purpose of this report is to:

- summarise the review findings and recommendations
- seek endorsement of a proposed implementation plan for subsequent Council approval.

SUMMARY

The review makes over 40 recommendations that are structured into short term priorities (urgent), medium term actions and long term actions. This report provides a proposed implementation plan for the short term priority recommendations covering:

- clarifying roles and responsibilities
- clarifying and embedding reporting lines
- ensuring better integration with Council activities
- developing strong and enduring relationships
- establishing a strategic planning framework.

There is insufficient funding in Council's 2018–2028 Long Term Plan (the LTP) to cover the costs of implementing all of these short term priority recommendations. The strategic planning and relationship recommendations can be achieved within existing resources, however there is a shortfall in the training budget of \$20,000. Given the quantum is small, the funding shortfall will be able to be met from reconfiguring existing budgets across Council activities.

It is important to note that Council is also preparing a Regional Resilience Plan, to align with the pending National Resilience Plan. Once complete late in 2019, a revised implementation plan will be prepared that incorporates the medium and long term actions from the review alongside the actions from the Resilience Plan. Council will need to consider further resourcing at this point.

The decisions or matters in this report are considered to be of **Medium** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS

1. Notes the contents of this report particularly the review findings and recommendations.
2. Recommends that the Tairāwhiti Civil Defence Emergency Management Group
 - a. adopt the proposed Implementation Plan in this report
 - b. direct the Chief Executive to secure \$20,000 for training from reconfiguration of existing Council budgets.

Authorised by:

Keita Kohere - Director Transformation & Relationships

Keywords: civil defence, emergency management, CDEM, operational review, regional resilience

BACKGROUND

Attachment 19-164.1

1. Civil defence and emergency management (CDEM) in New Zealand is governed by the CDEM Act 2002 (the Act). The Act requires Council to coordinate reduction, readiness, response and recovery activities through a regional group.
2. In Tairāwhiti, the CDEM Group is a Committee of Council and is comprised of the Mayor and all Councillors. To assist the CDEM Group, a Coordinating Executive Group (CEG) of senior officers from Council and emergency services organisations provide advice, implement its decisions and oversee the Group Plan.
3. The Tairāwhiti CDEM structure is outlined in the diagram below.

STRUCTURE	KEY FUNCTIONS
<p>Gisborne District Council</p>	<ul style="list-style-type: none"> • Decide all strategy/policy for CDEM • Approve budgets for CDEM activities
<p>Tairāwhiti Civil Defence Emergency Management Group</p> <ul style="list-style-type: none"> • Committee of Council • Members: Mayor and all Councillors 	<ul style="list-style-type: none"> • Manage hazards and risks • Ensure systems, personnel, resources for CDEM • Respond to and manage emergencies • Plan and carry out recovery activities • Develop, implement, monitor CDEM Group Plan • Promote CDEM regionally
<p>Coordinating Executive Group</p> <ul style="list-style-type: none"> • Committee of regional stakeholders • Members: CEO Gisborne District Council (Chair), Group Controller, Welfare Manager, Lifelines Coordinator, Recovery Manager, GDC Directors, Area Commander NZ Police, Area Commander Fire Emergency NZ, Territory Manager St John Central Region, CEO Ministry of Health, CEO Te Runanganui o Ngati Porou, CEO Te Runagna o Turanganui a Kiwa, CEO Hauora Tairāwhiti 	<ul style="list-style-type: none"> • Provide advice to CDEM Group • Implement decisions of CDEM Group • Oversee implementation of CDEM Group Plan
<p>Chief Executive Officer GDC</p>	<ul style="list-style-type: none"> • Managing Council assets and deployment • Communication to community and Councillors • Provision of admin and related services for CDEM • Promoting CDEM as organisational priority
<p>Director Transformation & Relationships</p>	<ul style="list-style-type: none"> • Day-to-day oversight • Advocate for CDEM with senior managers

CDEM REVIEW

4. In 2018, Council initiated a review of the Tairāwhiti CDEM Group. The purpose of the review was to inform the Chief Executive of the future structure and management options for the delivery of CDEM functions.
5. The review used information from a wide range of sources (interviews, workshops and existing reports) to identify the following key issues:
 - lack of clarity around roles and responsibilities in the CDEM space
 - insufficient in-house Council resourcing to deliver core CDEM functions
 - disconnect between CDEM functions and other Council activities
 - poorly integrated delivery structure
 - lack of strategic and business planning
 - gaps in training and succession planning
 - lack of health and safety policies and procedures.
6. The review makes over 40 recommendations that are structured into short term priorities (urgent), medium term actions and long term actions.
7. The focus in this report is on the short term priorities.

SHORT TERM PRIORITY RECOMMENDATIONS

Roles and Responsibilities

- Provide training for the Group/Council so they are aware of their roles and responsibilities including the specific and separate governance role for elected members.
- Ensure there is a champion for the CDEM function within Council senior management and that the COR (senior management) team are tracking progress of key CDEM work priorities.
- Ensure that CDEM roles, responsibilities, key decision points and their consequences are agreed and understood by the Chief Executive, CDEM, CEG, Council staff, and the COR team. Document these in a single document.
- Ensure the current list of key roles for deployment (in the Group Plan, Adverse Event Plan and other key documents) is known and agreed by CDEM staff, Council managers, CEG and Council senior management.
- Establish regular meetings between the Chief Executive and the Group Controller and Ministry of CDEM representative.
- Review the Adverse Event Plan to ensure that the roles and responsibilities and key actions are fit for purpose for the current Council organisation. The role of the CEG Chair and Chief Executive of Council need to be made clear.
- Complete a review of the Group's, CDEM's and Council's response to recent adverse events and ensure lessons learnt are built into the relevant work programmes.

Resources

- Increase the leadership resource available to the CDEM function, with a focus on restoring connections between the CDEM Team and Council.

- Move the Regional Oil Spill Contingency responsibilities to the Environmental Services & Protection Hub to align with the freshwater pollution response responsibilities. Refine the position description of the CDEM Manager to focus only on CDEM.

Leveraging Across Council

- Proactively work to strengthen relationships between CDEM team and Council managers.
- Ensure that senior management are fully aware of the CDEM legislation and framework and proactively advocating for CDEM throughout the Council.

Operating Model

- Put in place a plan to transition the Group Controller to an employee of Council. This should include training, resourcing and mentoring.
- Appoint an Alternate Public Information Manager (PIM).

Strategic Planning

- Increase the strategic resource/leadership available to the CDEM activity through the addition of strategic personnel leading CDEM business and strategic planning, and leading the work programme.

Health and Safety

- Clarify who is responsible for CDEM health and safety matters.
- Undertake a review of the relevant Gisborne District Council health and safety policies from a CDEM perspective including a specific review of training, messaging and procedures for all volunteers.

PROPOSED IMPLEMENTATION PLAN

8. Officers have prepared a proposed implementation plan for the short term priority recommendations.

Action	Dates	Responsibility	\$ Cost 2018/19	Resourcing available	Status
Deliver CDEM Group training	30 Jun 19	CDEM Manager	\$15k	No	
Deliver Group Controller training	30 Jun 19	CDEM Manager	\$5k	No	
Ensure CDEM champion at COR	12 Apr 19		Nil	Yes	
Establish CDEM reporting to COR	12 Apr 19	Director T&R	Nil	Yes	
Document roles and responsibilities	3 May 19	Strategic Planning	Nil	Yes	
Document decision processes	3 May 19	Strategic Planning	Nil	Yes	
Communicate roles deployment	10 May 19	CDEM Manager	Nil	Yes	
Establish meetings with CEO, CDEM Manager and MCDEM	3 May 19	CDEM Manager	Nil	Yes	
Review Adverse Events Plan	30 Jun 19	Strategic Planning	Nil	Yes	
Review recent adverse events	24 May 19	MCDEM	Nil	Yes	
Increase CDEM leadership resource	12 Apr 19	Director T&R	Nil	Yes	
Move ROSC to EP&R team	3 May 19	Director T&R	Nil	Yes	

Action	Dates	Responsibility	\$ Cost 2018/19	Resourcing available	Status
Relationship strengthening	Ongoing	All	Nil	Yes	
Ensure COR leadership and advocacy	12 Apr19	GDC Directors	Nil	Yes	
Bring Group Controller into Council	30 Jun 19	Director T&R	Nil	Yes	
Appoint Alternate PIM	3 May 19	Director T&R	Nil	Yes	
Increase strategic resource for CDEM	3 May 19	Director T&R	Nil	Yes	
Clarify health and safety responsibilities	3 May 19	CDEM Manager	Nil	Yes	
Review health and safety policies	30 Jun 19	CDEM Manager	Nil	Yes	

DISCUSSION and OPTIONS

9. The proposed implementation plan identifies a resource shortfall of \$20,000 for 2018/19. The shortfall relates to training budgets.
10. The table below compares current Council rates expenditure on CDEM activities with other councils across New Zealand.

CDEM Group	Population	Land Area km ²	Budget (LTP)	\$ per head	\$ per km ²	Paid staff
Auckland	1,415,550	4,938	\$5.253m	\$3.71	\$1,064	TBC
Bay of Plenty	268,000	12,071	\$3.2m	\$11.94	\$265	6
Gisborne	43,000	8,386	\$393k	\$9.13	\$46.80	3
New Plymouth	74,187	2,205	\$2.41m	\$32.45	\$1,093	TBC
Hawkes Bay	151,000	14,137	\$2.1m	\$13.91	\$148	15
Nelson/Tasman	93,000	10,040	\$756k	\$8.13	\$75.30	TBC
Marlborough	43,000	10,458	\$581k	\$13.51	\$55.55	3

11. It shows that Gisborne District Council has a light expenditure compared with other councils. We have one of the lowest spends per capita of population and the lowest spend overall per unit of land area.
12. On average the councils studied spend \$13.25 per head of population per annum and \$392.52 per square kilometre of land area.
13. If Council was to bring its spending in line with this average, it would be looking at \$569,750 per annum (based on head of population) and \$3.3m (based on square kilometres).

FUTURE WORK**Central government**

14. Central government has had a concerted focus on improving civil defence and emergency management in New Zealand since the Christchurch earthquakes. There have been a number of legislative and procedural changes at national level. Government is about to release its National Disaster Resilience Plan in April 2019 and this will likely stimulate further legislative and policy changes and directives to local government.
15. The consequence of this is likely to be that Council will need to reconsider how it will deliver and fund improvements to its local CDEM activities through the next LTP.

Regional

16. Council is preparing a Regional Resilience Plan, to align with the pending National Disaster Resilience Plan. The Regional Resilience Plan will focus beyond systems and processes to identify the key risks to Tairāwhiti and how we should be working towards building resilience.
17. Once complete late in 2019, a revised implementation plan will be prepared that incorporates the medium and long term actions from the review alongside the actions from the Resilience Plan. Council will need to consider further resourcing at this point.

ASSESSMENT of SIGNIFICANCE

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

Overall Process: **Medium** Significance

This Report: **Low** Significance

Inconsistency with Council's current strategy and policy

Overall Process: **Low** Significance

This Report: **Low** Significance

The effects on all or a large part of the Gisborne district

Overall Process: **High** Significance

This Report: **High** Significance

The effects on individuals or specific communities

Overall Process: **High** Significance

This Report: **High** Significance

The level or history of public interest in the matter or issue

Overall Process: **High** Significance

This Report: **Medium** Significance

18. The decisions or matters in this report are considered to be of **High** significance in accordance with Council's Significance and Engagement Policy. There will be a **medium** financial impact for Council that requires increasing the budget. The impacts of CDEM's form and function have an impact across the region, particularly hazard-prone areas.

CONSIDERATIONS

Financial/Budget

19. There is a budget shortfall of \$20,000 to implement the short term priority recommendations in 2018/19.
20. The CDEM Group does not have the authority to approve expenditure where no provision is made in the Long Term Plan (LTP). However given the quantum of \$20,000 is relatively small, the funding could be sourced from within existing Council budgets if approved by the Tairāwhiti CDEM Group.

Legal

21. The CDEM review was undertaken to inform the Chief Executive on how the structure and function of the CDEM activity was working. The method used was through interviews with key staff and external CDEM participants. The interviews and the findings identify the actions and performance of specific individuals. For this reason, the review report has not been made publicly available.
22. The Local Government Official Information and Meetings Act 1987 describes the situations where Council may withhold information; among these is to protect the privacy of individuals (section 7(2)(a)).
23. In the interests of helping our stakeholders and community understand the review findings and recommendations, Council has instead prepared a presentation on the review findings and recommendations that does not identify specific individuals. This is attached as **Appendix 1**.

POLICY and PLANNING IMPLICATIONS

24. Work has started on a Tairāwhiti Regional Resilience Plan to ensure a strategic response to hazards and disaster planning. The Resilience Plan will set the review in a strategic context and likely result in further recommendations and actions. These will be factored into the next phase of implementation planning.
25. Preparation of the Tairāwhiti Spatial Plan is under way and the Regional Resilience Plan will be an input into that document.

RISKS

26. In response to several major emergency situations (notably the Christchurch and Kaikoura earthquakes), central government policy around emergency management is changing. Government is seeking to ensure that New Zealand is a disaster resilient nation that acts proactively to manage risks and build resilience in a way that contributes to the wellbeing and prosperity of all New Zealanders.
27. This is likely to continue to result in further direction and requirements for Council to implement over the next two to three years and beyond with subsequent actions and resources required. If Council outpaces the government direction there is a risk of having to repeat work with associated resource inefficiencies. Officers will keep abreast of central government policy and legislation likely to impact locally.

NEXT STEPS

Date	Action/Milestone	Comments
5 June 2019	Report to Tairawhiti CDEM Group to secure additional funding	

APPENDICES

Holistic Review of Tairawhiti CDEM Group

attachment