



Emergency Management

2021-2031 Activity Management Plan

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Executive Summary

This activity is a statutory requirement for all councils under the Civil Defence and Emergency Management (CDEM) Act 2002.

The Council's emergency management functions are delivered under a shared service model, being Emergency Management Southland (EMS).

EMS was created slightly over a decade ago, and the joint agreement between the 4 councils for this was reviewed updated and re-authorised by each of the 4 councils in 2019.

The activity ensures people are safe and connected in an emergency and helps build community resilience by preparing, responding and recovering effectively from emergency events.

A key focus of recent activity has been increasing community engagement and growing community connections, awareness and resilience.

In late 2019, following a government review, the Ministry of Civil Defence Emergency Management became the National Emergency Management Agency (NEMA) and it is anticipated that there will be changes to the Act and a new national plan developed. The current Southland CDEM Group Group Plan (which is a statutory requirement) expires in 2022 and will need to be renewed in line with any new national framework.

Emergency Management Southland is managed by a Group Controller/Group Recovery Manager and EMS staff are officially employed via Environment Southland, with Environment Southland also providing financial and administration support services.

Financial Summary

As part of the shared service agreement EMS is funded by the four councils on the following percentage basis:

Environment Southland (ES):	34.05%
Southland District Council:	28.27%
Invercargill City Council:	28.27%
Gore District Council:	9.42%

EMS is co-located with ES and they are the administering authority for the Southland CDEM Group. Support costs are paid to ES on an agreed basis for each LTP cycle. The Southland Civil Defence Joint Committee sets out the direction and approves the budget for EMS, which then has to be ratified by each council.

Purpose of the Activity Management Plan

This AMP describes the strategies and works programmes for the Environmental Management activity so as to meet the objective of delivering the required level of service (LOS) for the Southland District. This AMP informs Council's Long Term Plan (LTP) and contributes to the goals and objectives Council aims to achieve, in order to achieve community outcomes. The AMP covers:

- a description of the activity, including the rationale for Council involvement and any significant negative effects of the activity.

- the strategic context for the activity, the key activity management strategies and policies adopted within this environment and the main issues identified for the activity.
- a statement of the intended LOS and performance targets.

This AMP covers a period of 10 years commencing 1 July 2021. The main focus of the analysis is the first three years and for this period specific projects have been identified in more detail. Beyond this period work programmes are generally based on trends or predictions and should be taken as indicative only. All expenditure is based on unit costs as at 1 July 2021.

Plan Limitations

The intent of the AMP is to address and manage the most significant environmental management issues in the District. It is a living document which will undergo a formal review every three years to make amendments to reflect changes in LOS, demand, risks, issues, or financial information.

This AMP has been developed with the following key limitations:

- risks and issues have been identified and scheduled based on the best information available at the time
- budgets for the activity have been assessed based on the best information available at the time

Plan Framework

The AMP framework is illustrated in below. The strategic context, significant forecasting assumptions and any activity-specific issues are documented in the main body of this AMP. Information on locally funded activities and services are included in the appendices to this AMP.

The key points are:

1. forecasting assumptions have been included – amended to include impacts of Covid-19.
2. new levels have been developed and will be incorporated into any new contracts associated with activities
3. the new representation structure will have an impact on asset management



Activity Description

What we do

This activity focuses on communities being prepared, responding to and recovering from emergencies when they happen.

Emergency Management Southland has been formed by a joint committee of the four Southland Councils and co-ordinates Council's Civil Defence Emergency Management work across the 4Rs (Reduction, Readiness, Response and Recovery).

It involves creating community and agency response plans, developing communication networks, carrying out planning and education so people can better understand the risks and training to increase the community's readiness to respond.

The Southland Civil Defence and Emergency Management Group Plan 2017-2022 sets out the context and goals for this activity and was prepared to meet the requirements of Section 48-57 of the Civil Defence and Emergency Management Act

Why we do it

Emergency Management Southland seeks to enable the effective and efficient management of those significant hazards and risks for which a co-ordinated approach is required. The overall goal of this activity is to develop and support safer, strong communities.

An informed and prepared community is more able to adapt to significant unforeseen change and ensure the overall health and wellbeing of people is maintained, even under extreme situations.

A community that understands and has been engaged in determining how they will manage their hazards ensures ownership and responsiveness in all parts of the management and response process.

Strategic Considerations

The three most significant hazards for Southland identified in the Group Plan are Earthquake (Alpine Fault), Flooding and Tsunami risk and it is likely that these will remain a priority work area for EMS in the future.

A significant body of work called AF8 [Alpine Fault magnitude 8] has been led by EMS with South Island wide involvement around preparing for a Magnitude 8 rupture on the Alpine Fault. Historic geological records show that these events occur approximately every 300 years and the last event of this magnitude was now slightly over 300 years ago! This AF8 work is crucial for community resilience and will continue during this LTP cycle. Considerable central government and other external funding has been received for the project and it has attracted international interest.

A regional flood response plan was developed in 2019 and put into use during the February 2020 floods. Incorporating lessons learnt, building stronger response relationships across all stakeholders, iwi and communities and ensuring assets are improved and maintained, particularly taking into account climate change will be a key piece of work for this LTP.

In 2020 funding was agreed between the councils to provide LiDAR height data for the Southland region. This will allow EMS to re-do tsunami modelling, taking into account the latest scientific information and then to refresh our current limited evacuation planning for tsunamis. This will be a significant piece of work socialising the results with our community partners.

Our work preparing communities to respond to emergencies has been very successful and all regions in Southland now have Community Response Groups and Plans. The EMS focus will continue on community engagement and enhancing individual and community readiness, re-engaging with these groups to develop plans for large scale responses such as the Alpine Fault rupture.

There is a national level review of how emergency management is delivered underway, and a new National Emergency Management Agency is in its infancy. It is unsure at time of writing the extent to which this could affect the current EMS delivery model, but regardless of delivery model there will be a need to respond effectively locally so the status quo in terms of structure has been assumed for the purposes of this LTP.

Council has adopted a Strategic Framework that identifies where Council wants to be in the future (vision) and the outcomes it aims to achieve to meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions (community outcomes). The framework also outlines how it will achieve these (mission and approach) along with the key challenges it faces in doing so and its resulting strategic priorities.

STRATEGIC FRAMEWORK COMPONENT	PROPOSED 2021-2031 STRATEGIC FRAMEWORK
MISSION	Working together for a better Southland
VISION	“Southland – one community offering endless opportunities”
COMMUNITY OUTCOMES	Kaitiakitanga for future generations
	Inclusive connected communities
	A diverse economy creating healthy and affordable lifestyles
	Empowered communities with the right tools to deliver the best outcomes

STRATEGIC FRAMEWORK COMPONENT	PROPOSED 2021-2031 STRATEGIC FRAMEWORK
STRATEGIC PRIORITIES	Improve how we work to build resilience
	Provision of appropriate infrastructure and services
	Better preparing our communities and Council for future changes
	Support healthy environments and sustainable communities

The framework guides staff, informs future planning and policy direction and forms the basis for the performance framework. It outlines how the environmental services activity contributes to the Council’s community outcomes. The full levels of service and performance management framework is presented below.

Community Outcomes

When engaging with communities across Southland, EMS works with the local community boards to ensure they are briefed on our process and the development of a local plan. Any Community Response Plans are held locally and often the community board is the natural place for these plans to be held and maintained.

As we have seen in response, the leadership provided by community board members can be crucial in an emergency situation.

Activity – Emergency Management					
Outcomes	Activity Contribution	Outcome Objective	Benefit	Levels of Service (LoS) and Key Performance Indicators (KPI)	
Activity Objective: Safer, strong communities understanding and managing their hazards					
Empowered communities with the right tools to deliver the best outcomes (Social)	The activity involves ensuring communities are prepared for emergencies and that they are able to respond to and recover from these when they do happen. This involved establishing plans to ensure people are connected and safe in an emergency. Specific actions include public education and ensuring a pool of trained personnel are in place to support the community in the events and in particular coordinate and manage.	People have everything they need to live, work, play and visit	Improved health and safety	LoS xx: Build community resilience to emergency events KPI xx: Number of Southland communities covered by a Community Response Plans that have been reviewed with that community in the last 3 years	
		People can enjoy a safe and fulfilling life	Increased social wellbeing		KPI xx: Percentage of surveyed households that have an emergency plan (written or verbal)
			Enhanced responsiveness		
Inclusive, connected communities Culture	The activity involves building capacity to effectively prepare, respond to, and recover quickly from emergency events. Coordinated planning and community awareness building reduces the potential for damage in emergencies and a speedy response mitigates the effects of damage where practicable.	People are well-connected	More self-sufficient communities		
A diverse economy creating healthy and affordable lifestyles (Economic)		People have everything they need to live, work, play and visit	More healthy communities		
Economic					
Kaitiakitanga for future generations (Environmental)		People can enjoy a safe and fulfilling life in our unique and natural environment	Reduced impact of disaster		

Strategic Priorities ▶ Contribution Area ▼	1. Improve how we work to build resilience	2. Better preparing our communities and council for future changes	3. Provide appropriate infrastructure/services	4. Support healthy environments and sustainable communities
What will be done in the long-term (next 10 years)	EMS operates across the ‘4Rs’; Reduction, Readiness, Response and Recovery as outlined in our Group Plan. A successful work programme will build resilience and meet our vision of, ‘safer, strong communities understanding and managing our hazards’.	The EMS focus will continue on community engagement and enhancing individual and community readiness. Recent surveys show that individuals are becoming more aware of their personal responsibility for their welfare in a major event, rather than “waiting around for someone to rescue them”.	EMS leads the Southland Lifelines Committee which brings together lifeline utilities as specified in the CDEM Act to understand vulnerabilities and build infrastructure resilience.	The EMS community engagement approach empowers local communities to prepare, plan and respond to emergencies at a local level. The same networks are also critical in an effective recovery post-emergency.
What will be done in the short-term (next 3 years)	EMS will continue its successful community engagement work and will ensure that Community Response Plans are up to date and that we are re-engaging across Southland.	EMS will continue its successful community engagement work and will ensure that Community Response Plans are up to date and that we are re-engaging across Southland.	EMS will continue its successful community engagement work and will ensure that Community Response Plans are up to date and that we are re-engaging across Southland.	EMS will continue its successful community engagement work and will ensure that Community Response Plans are up to date and that we are re-engaging across Southland.
Key Actions and Projects	AF8 [Alpine Fault magnitude 8] will continue to plan for a coordinated response to a future Alpine Fault rupture. This work involves the six South Island CDEM Groups and is a collaboration with leading Alpine Fault scientists. The development of a tourism workstream and effective management of natural hazards	Ensuring that EMS is able to respond effectively 24/7 to any emergency will require ongoing training, exercising and the provision of up-to-date equipment and facilities. Our CDEM radio network will require further infrastructure and ongoing maintenance to be fit for purpose.	The current tsunami modelling for Southland is ten years old and needs to be updated with the latest scientific approach. With the completion of new coastal height data (LiDAR), detailed tsunami evacuation plans can be made across Southland	The current tsunami modelling for Southland is ten years old and needs to be updated with the latest scientific approach. With the completion of new coastal height data (LiDAR), detailed tsunami evacuation plans can be made across Southland and then included in our community planning.

Strategic Priorities ▶ Contribution Area ▼	1. Improve how we work to build resilience	2. Better preparing our communities and council for future changes	3. Provide appropriate infrastructure/services	4. Support healthy environments and sustainable communities
	<p>in the Fiordland area will continue. EMS will be a effective stakeholder in the Milford Opportunities Project.</p>	<p>Ongoing community engagement is critical to the success of EMS. The ‘network of networks’ developed during the 2020 responses and as part of the social recovery workstream from the pandemic will be maintained.</p>	<p>and then included in our community planning.</p>	
Related strategies / plans / policies	<p>It is anticipated that there will be new CDEM legislation following the creation of the National Emergency Management Agency (NEMA) in late 2019. A new national plan will follow and will shape the Southland CDEM Group plan which is due for renewal in 2022.</p>	<p>EMS has brought together 20 Southland Community Groups to produce Community Response Plans and identify local Community Emergency Hubs.</p>		

Strategic Context

The purpose of the Southland District Council Long Term Plan 2031 is to:

- provide a long term focus for Council decisions and activities
- provide an opportunity for community participation in planning for the future
- define the community outcomes desired for the district
- describe the activities undertaken by Council
- provide integrated decision-making between Council and the community
- provide a basis for performance measurement of Council.

Strategic direction setting encompasses Council’s high-level goals, particularly the vision for the District, what the outcomes for the community may be, and what the strategic priorities will be for delivering work to the community.

Representation framework

Community representation was amended prior to the 2018 triennial elections. There are now nine community boards that provide representation across the District. These are:

Ardlussa	Fiordland	Northern	Oraka Aparima	Oreti
Stewart Island/Rakiura	Tuatapere Te Waewae	Waihopai Toetoe	Wallace Takitimu	

It is important that Council is seen as a leader in environmental management and community wellbeing in the District and through this AMP, provides efficient and effective regulatory management of activities and within the community. Doing so enables Council to provide and deliver quality, professional services to the ratepayer that meet anticipated outcomes.

Council aims to have a high level of engagement with its communities and elected members to ensure that the minimum levels of service set out in this document represent their expectations.

Key Risks, Issues and Assumptions for the Activity

The most important risks/issues for the environmental management activity over the next 10 years are:

Risk/Issue	Treatment Details
Failing to provide LOS	Established procedures, training, effective tracking and reporting through information systems and KPIs concerning quality of service.
Failing to comply with legislation	Established procedures and training, sufficiently resourced teams, staff who meet statutory qualifications.
Health and Safety risks to staff	Maintain a strong focus on health and safety, both in terms of the legislative framework applicable and risk management within the team. Although EMS is administered by ES and abides by their Health & Safety policy, it also maintains its own Health & Safety policy reflecting

Risk/Issue	Treatment Details
	its role as a shared service for the four Southland councils. This is reported through CEG and the Joint Committee.
Decision making based on inadequate information	Develop and implement a system / programme to identify and monitor key indicators. Be transparent with key assumptions and risks considered by Council

Key Assumptions relevant to Emergency Management Southland

Southland will continue to attract returning New Zealanders, migrants, refugees and the population will diversify requiring new engagement strategies for EMS. A strong partnership with Iwi will help guide and support our work with other communities across Southland. There will be continued uncertainty around tourism numbers following the 2020 Covid-19 pandemic and ongoing social and economic recovery will effect the way we work across our network of networks.

The impacts of climate change will produce more frequent emergencies for EMS to respond to, as coastal inundation and weather events become more severe and frequent over time. Existing infrastructure and response plans will have to be reviewed in a timely fashion to maintain resilience to support our communities in Southland.

Anticipated changes in national CDEM legislation will guide how the next Southland CDEM Group Plan is written and this may affect existing roles and responsibilities and the way we work across the '4Rs'. There will continue to be a need for council staff to train, exercise and respond with EMS and for us to coordinate relationships with all our key stakeholders.

EMS has a reputation for innovative and effective use of technology, however we also recognise the need for robust alternative solutions for when power and communication are impacted. Our AF8 planning work has shown a need for reliable radio and satellite communications and we will continue to improve the existing systems and networks we have in place.

Activity Specific Assumptions

The Southland Joint Agreement on Civil Defence was renewed in 2019 and the shared service model worked well in the large response during 2020. It is assumed that this model will continue.

Although there may be legislative changes, we assume that the CDEM Group model will continue, with councils meeting their legislative responsibility with this shared service arrangement.

Regulatory Considerations

The key driver for the emergency management activity is the Civil Defence Emergency Management Act 2002. It outlines the sustainable management of hazards, encouraging and enabling communities with risk management, and the planning, preparation, recovery and response to emergencies. This legislation also requires the development of a Civil Defence Emergency Management Group Plan.

Demand Management Strategies

All SDC staff have a role supporting CDEM in times of an emergency. Suitable staff receive training to allow them to attend the Emergency Coordination Centre and assist with a response. All staff should receive induction training for CDEM and access to an online foundation module.

EMS coordinates any requests for staff, either to assist in Southland or to provide support to other regions when they have need. EMS also maintains relationships with our key stakeholders to provide and receive support in times of need.

Key Projects

Project	Description
AF8 [Alpine Fault magnitude 8]	The AF8 project will continue to build the co-creation model between CDEM and science around the alpine fault hazard. The four workstreams for this project will remain; <ul style="list-style-type: none"> • response • engagement • risk communication • recovery
Tsunami risk planning	Improving understanding of the tsunami risk for Southland involves new modelling, evacuation planning and socialisation of the risk with our coastal communities.
Radio network	Having built a network of community response groups, linked to the Southland Community Boards, EMS will work to roll out a radio network to these local communities to enable resilient communication in a large-scale emergency.
Milford Opportunities Project hazard management	EMS will continue to work with the Milford Opportunities Project to ensure that hazard management is a key part of Southland's tourist strategy.
Health sector relationships	Following the 2020 Covid-19 pandemic, EMS will continue to build a solid working relationship with the Southern DHB and our community health providers.
Legislative changes to the CDEM Act	Incorporating any changes to the national CDEM Act into our new Group Plan will guide our work programme through 2022 to 2027.

Our Levels of Service

Levels of Service, Performance Measures and Targets

What LoS we provide	LoS X: Build community resilience to emergency events	
How we measure performance		Future Performance Targets

	Current Performance (19/20)	Yr 1 (21/22)	Yr 2 (22/23)	Yr 3 (23/24)	Yr 4-10 (24-31)
KPI XX Number of Southland communities covered by Community Response Plans that have been reviewed with that community in the last 3 years	All communities are covered with a plan.	8 per year	8 per year	8 per year	maintain up-to-date community plans
KPI XX Percentage of surveyed households that have an emergency plan (written or verbal)	67%	maintain above 60%	maintain above 60%	maintain above 60%	maintain above 60%

Financial Summary

As part of the shared service agreement EMS is funded by the four councils on the following percentage basis:

Environment Southland (ES):	34.05%
Southland District Council:	28.27%
Invercargill City Council:	28.27%
Gore District Council:	9.42%

EMS is co-located with ES and they are the administering authority for the Southland CDEM Group. Support costs are paid to ES on an agreed basis for each LTP cycle. The Southland Civil Defence Joint Committee sets out the direction and approves the budget for EMS, which then has to be ratified by each council.

10 Year Financial Forecast

The following graphs/table summarise the financial forecasts for the activity over the ten years.

Financial Summary

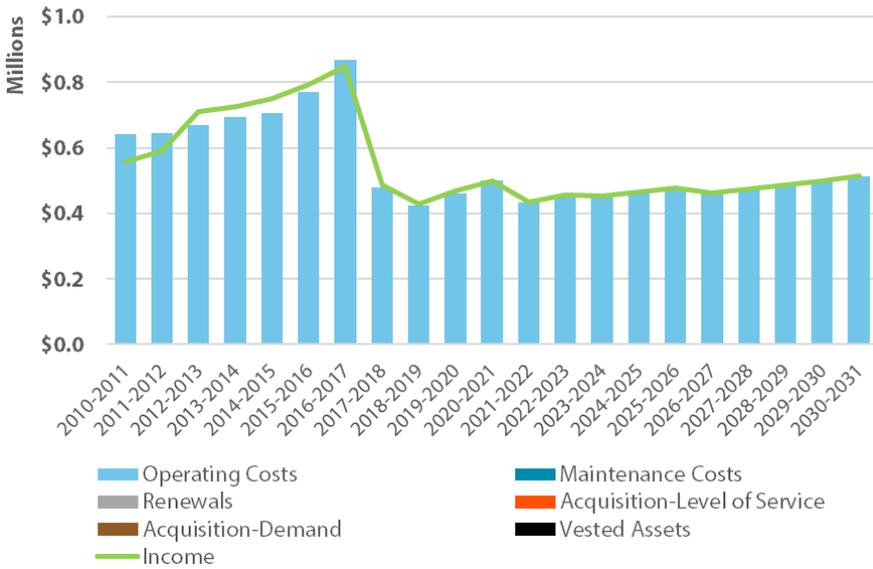


Figure 0-1: Emergency management total expenditure

Total Income

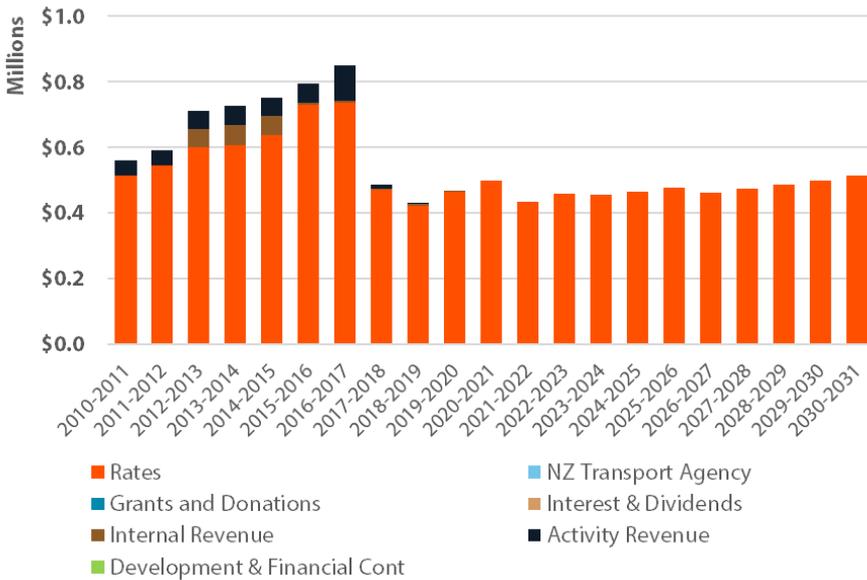


Figure 0-2: Emergency management total income

Financial Forecast Summary

This service is primarily provided by Emergency Management Southland and is funded directly from rates.

Emergency Management	2017/2018 Actual (\$000)	2018/2019 Actual (\$000)	2019/2020 Actual (\$000)	2020/2021 Annual Plan (\$000)	2021/2022 LTP (\$000)	2022/2023 LTP (\$000)	2023/2024 LTP (\$000)	2024/2025 LTP (\$000)	2025/2026 LTP (\$000)	2026/2027 LTP (\$000)	2027/2028 LTP (\$000)	2028/2029 LTP (\$000)	2029/2030 LTP (\$000)	2030/2031 LTP (\$000)
Sources of operating funding														
General rates, uniform annual general charges, rates penalties	469	423	463	495	430	453	450	461	473	456	469	481	495	508
Targeted rates	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Subsidies and grants for operating purposes	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Fees and charges	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Internal charges and overheads applied	4	3	4	4	4	4	4	4	4	5	5	5	5	5
Local authorities fuel tax, fines, infringement fees, and other receiv	14	1	-	-	-	-	-	-	-	-	-	-	-	-
Total operating funding	487	428	467	499	434	457	454	466	477	461	473	486	500	513
Applications of operating funding														
Payments to staff and suppliers	0	0	0	-	0	0	0	0	0	0	0	0	0	0
Finance costs	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Internal charges and overheads applied	221	128	145	165	14	13	14	14	14	14	15	15	16	16
Other operating funding applications	257	296	315	335	419	444	440	452	463	446	459	471	484	497
Total applications of operating funding	479	424	461	499	434	457	454	466	477	461	473	486	500	513
Surplus (deficit) of operating funding	9	4	7	-	-	-	-	-	-	-	-	-	-	-
Sources of capital funding														
Subsidies and grants for capital purposes	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Development and financial contributions	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Increase (decrease) in debt	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Gross proceeds from sale of assets	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Lump sum contributions	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Other dedicated capital funding	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total sources of capital funding	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Applications of capital funding														
Capital expenditure	-	-	-	-	-	-	-	-	-	-	-	-	-	-
- to meet additional demand	-	-	-	-	-	-	-	-	-	-	-	-	-	-
- to improve the level of service	-	-	-	-	-	-	-	-	-	-	-	-	-	-
- to replace existing assets	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Increase (decrease) in reserves	(1)	4	7	-	-	-	-	-	-	-	-	-	-	-
Increase (decrease) in investments	10	-	-	-	-	-	-	-	-	-	-	-	-	-
Total applications of capital funding	9	4	7	-	-	-	-	-	-	-	-	-	-	-
Surplus (deficit) of capital funding	(9)	(4)	(7)	-	-	-	-	-	-	-	-	-	-	-
Funding balance	0	0	(0)	-	-	-	-	-	-	-	-	-	-	-

Funding Principles

Section 102(4) (a) of the Local Government Act 2002 requires each Council to adopt a Revenue and Financing Policy. This Policy must state the Council's policies in respect of the funding of both capital and operational expenditure for its activities.

Further information can be found in Council's Revenue and Financing Policy.