

AGENDA ITEM B1

PROPOSED GOVERNANCE ARRANGEMENTS FOR THE WAIRARAPA RECOVERY

Purpose

The purpose of this paper is to set out a proposal for a governance structure to oversee the Wairarapa Community COVID-19 recovery. This proposal has been developed in consultation with the Wairarapa Councils' Shared Services Working Group.

Recommendations

It is recommended that:

- 1. The Council receives the Proposed Governance Arrangements the Wairarapa Recovery Report.*
- 2. The Council endorses developing and having in place a combined Wairarapa Recovery Plan and a combined governance arrangement for it;*
- 3. The Council establishes a formal joint Wairarapa COVID-19 Response Committee to oversee the recovery of Wairarapa from the COVID pandemic; and*
- 4. The Council agrees the draft terms of reference attached for a Wairarapa COVID-19 Response Committee.*

1. Context

COVID-19, and New Zealand's response to it, has significantly impacted the social and economic wellbeing of the country. Wairarapa is no exception. While the short-term impacts have been very clear, the medium and longer-term consequences for our economy and our people are less so. Commentators are, however, consistent say that the impacts will be significant and long lasting. Countries, regions and districts will all be looking for opportunities to recover as quickly as possible.

Local government leadership will be crucial to support recovery. Public sector intervention is going to be required to assist much of the recovery. Leadership of the recovery for the Wairarapa's Māori communities is likely to occur under the umbrella of Ko Wairarapa Tēnei, building on the successes of their response plan. Local government's relationship with Ko Wairarapa Tēnei will need to be one of partnership to promote the current and future

wellbeing of our shared communities. One of the challenges for Wairarapa will be ensuring Wairarapa accesses and benefits from any central government recovery initiatives. More importantly it will also need to develop and implement its own initiatives. Doing so will require agility and focussed leadership, supported by the community and sectors across the Wairarapa.

In Wairarapa we must be mindful that past experience suggests Wairarapa won't be a priority for the Government. This is an event that has affected all New Zealand, some places more than others. A Recovery Plan should be developed to ensure the needs of our people, businesses and community are understood and being addressed in parallel with and complimentary to the recovery plan developed under Ko Wairarapa Tēnei. The Councils, social service providers, Destination Wairarapa, Wellington NZ, businesses, iwi and others all will have a part to play in Wairarapa's recovery. Bringing all the different strands together and making sure no one or no sector falls through the cracks requires leadership oversight.

Any recovery plan for Wairarapa will need to cushion the impacts (predominantly social and economic, and to a lesser extent cultural, in its widest sense, and environmental impacts) and enable a recovery that is productive, inclusive and sustainable (i.e. if we are to be aspirational and to "take advantage" of the COVID-19 situation; better than what we have ever had – a reimagined future).

Appendix 1 contains further context information regarding recovery and recovery planning at the national, regional and local levels.

2. Wairarapa recovery planning and oversight options

2.1 Summary

In all disaster events communities look to leaders to provide confidence and to coordinate and lead responses. Usually elected officials, especially Mayors, fill those roles.

The Wairarapa is a small, connected community, with two iwi (Rangitāne ō Wairarapa and Ngāti Kahungunu ki Wairarapa), one economy, one job market, one sporting and recreational community, one arts community, covered by one DHB, one Work and Income etc. While made up of many smaller communities, each with passionately felt identities, our recovery will therefore be interconnected and should be planned in a connected way.

Working off the assumption that there is a need for a Wairarapa recovery plan in some form, and coordination of the various recovery efforts that will happen, it is proposed that a recovery committee be established to act as the governance overseer of the Wairarapa's recovery. This would include overseeing the preparation of a recovery plan, monitoring progress and risks and weaving it with the plans and actions of others.

The group would be given the mandate to speak on behalf of Wairarapa and ensure Wairarapa's interests were reflected in any regional or national plans.

This paper assumes that recovery will occur within a national framework based on the CDEM framework, however this may change as the national and regional picture becomes

clear and as time goes on. Of note is any local recovery plan is not required to follow any specified provisions in the CDEM Act, nor are there formal adoption provisions in the Act.

The following sets out the various options for the planning, oversight and governance of Wairarapa's recovery.

2.2 Together or separately?

The Wairarapa is in a different position to most Councils in the country – with three small councils serving a relatively small, connected population and highly interconnected economies. It also has an established collaborative approach to carrying out many of the Councils' services. Some of those collaborations include the Greater Wellington Regional Council.

The Councils have a choice of working alone or together to prepare and implement recovery plans and actions. Given the nature of recovery it makes sense that any recovery effort is a shared one. This will enable an integrated approach across the three Districts, avoid churn and ensure a single Wairarapa voice into central government and with private sector partners.

In addition, for those involved with developing and delivering recovery actions a single Wairarapa plan to coordinate actions and a single point of leadership will be infinitely more appealing than engaging each Council and their plans separately. For these reasons this paper assumes a combined recovery plan and implementation.

At its core this paper assumes that 'working in partnership with iwi' will be integrated across all four environments (of a traditional recovery plan) to reflect the importance of iwi in Wairarapa.

Therefore the first question to be answered is – do the Wairarapa councils support a combined recovery effort, including a central leadership group and plan, and therefore combined governance arrangement?

2.3 What work is needed to be done?

The COVID 19 situation has resulted in significant impacts on the economy of Wairarapa and has also highlighted the need for strong and effective social services and social connections within the Wairarapa communities. There will be a need to focused, strong, agile and timely responses to the recovery, including advocacy into regional and national programmes, plans and funding that will assist Wairarapa's recovery.

Recovery activities are already underway in Wairarapa. Wairarapa Council Recovery Mangers are putting together an initial scoping document and recovery plan, which includes some immediate actions. Ko Wairarapa Tēnei have commenced hui with Ohu to focus on recovery for Wairarapa Māori. Business and education sector leaders, under the leadership of Dame Margaret Bazley and through the Wairarapa Economic Development Strategy Governance Group umbrella, have been brought together to share data and start developing action plans to support and promote business recovery. This includes looking at jobs and training. Others across Wairarapa will also be starting to turn their minds to recovery activities.

At this time there is no central coordination or oversight of this work and no “public face” of the recovery. No single entity in Wairarapa has the mandate to prepare a plan for recovery and speak on behalf of all Wairarapa citizens and advocate for Wairarapa’s interests.

There is some urgency in agreeing arrangements to adopt an initial recovery plan and provide a single focus for recovery leadership. Traditionally this would be a role for the three Councils and Iwi. What we do know is that the Recovery Plan will remain an evolving document for the length of the recovery and that the actions that support it will be adapted as we go.

As well as governance and the initial plan, there will need to be an element of community visioning and planning for the Wairarapa that is community led and community delivered. In time, this would may supersede the official Wairarapa Recovery approach. Community planning will also signal a handover to the community and other agencies to take on the recovery process as business as usual with a focus on the future.

2.4 Governance arrangements

The second matter to consider are the governance arrangements for a collaborative recovery planning and oversight. Mayors and other elected officials are leaders in the Wairarapa community and it would be appropriate, at least at the outset, for Council structures to be used as the basis for recovery governance. This also aligns with the formal recovery role councils have under the CDEM structure.

If it is to be a decision-making body, on behalf of the Councils, then it will need to be formally constituted (i.e. a Committee under the Local Government Act) and be given delegations. If it is to develop a plan and recommend it to the Councils for adoption, then it can be a more informal arrangement. The three options are discussed below.

All assume the need to partner with Iwi.

2.4.1. Formal Joint Committee with high level decision-making delegations

A formal committee would be established by the participating Councils through Council resolutions, which would include terms of reference and delegations. **Appendix 2** contains a draft Terms of Reference for the committee.

Each Council would appoint its members to the Committee. Iwi would appoint their members, and it would be good to have these members overlap with those leading Ko Wairarapa Tenei to maximise the opportunity for interconnectedness. The Committee would have all the same obligations as any other council committee under the Local Government Official Information and Meetings Act (i.e. conducting its meetings in public, publishing agendas and reports and minutes, etc). The Committee would stay in existence until the end of the Triennium, keep itself under continuous review, and could be disestablished should it no longer be required or replaced with an alternate structure. It could be re-established following the next local body elections.

Under this option the delegations would include the authority to undertake all activities, without the need to go back to each Council for a decision, or a decision to be ratified. In this case the delegations would include the authority to develop and adopt a Wairarapa

Recovery Plan, advocate on behalf of Wairarapa to central and regional authorities, and engage directly with Wairarapa sectors, agencies and other parties on recovery initiatives.

A committee with decision-making delegations would provide agility. It would have, through its delegations, authority to speak on behalf of Wairarapa which would enable effective and timely engagement with central government and all stakeholders. It would also be publicly accountable, by virtue of the LGOIMA obligations for meetings.

A formal committee, though, would exclude other elected representatives in the participating councils from the decision-making. It would also be slightly less accessible to the public who may wish to attend meetings of the Committee. It would also require additional administrative support from councils. However, it would always need to work with the respective governing bodies within the region (e.g. the councils) and would benefit from having access to champions and influencers that would advise the Plan's objectives and actions.

It would be the responsibility of the Council representatives on the Committee to engage with their own councils on the Committee's activities and for the Iwi representatives to engage with their Iwi and Ko Wairarapa Tēnei.

If a new committee is created, it would be efficient to remove any other Committees with overlapping powers, interest or members and / or rationalise the existing co-governance committees and working groups within the Wairarapa. It may not be necessary for example for CEOs and Mayors to sit on Governance Groups or working / action groups that also have a connection to the workstreams that are feeding into the recovery plan and are leading parts of the recovery.

2.4.2. Formal Joint Committee with low level decision-making delegations

The same structure as above applies, except the level of delegations would be lower. The Committee, for example, could be delegated with authority to prepare a draft Recovery Plan, with this then recommended to the participating Councils for formal adoption.

This option would have the advantage of all elected representatives across the participating councils being able to have a formal say on the plan and therefore influence the content of the plan on behalf of their communities; likewise, for the Iwi representatives, their respective Iwi, Ko Wairarapa Tēnei and the Ohu. However, it would take time to have any plan developed and changes agreed, which is likely as the Plan will need to be a living document. There would also be some uncertainty over the mandate the Committee would have to speak on behalf of the Wairarapa.

That said, given Councils have moved to a new operating environment under COVID 19 with the use of emergency meetings, reduced quorums and virtual meetings and participation, delays could be minimised.

This option is not recommended during the initial phase of the recovery due to the urgent need to start the transition (from response to recovery), commence initial actions, and give communities confidence.

2.4.3. Informal committee/working group

An informal committee or working group would operate without formal delegations and reporting structures associated with committees. While it could hold its meetings in public, working parties are generally advisory in nature and do not make any formal decisions. These would have to be made by the Councils and Iwi separately.

The informal status of a working group would mean preparing a recovery plan would be less formal, although the adoption of the plan and /or its actions would be formal through the Councils and others. The development of the Plan may be viewed by many as less accessible (including by elected members not participating in the working group) and therefore less transparent.

While this arrangement would enable each Council and Iwi to consider a draft plan and adopt it and its proposed actions, if any of the Councils or Iwi disagreed with the Plan then that would need to be reported back to the others and possibly the Working Group for further Plan development work and another round of decision-making. This would add time onto the process and would be contrary to the desire for agility in the Wairarapa response.

Under this option the recovery Manager and Recovery Team would be directly accountable to the Working Group and the Councils. While this would ensure all elected and iwi members had the opportunity to directly influence the plan, it would add significant churn into the planning process and the workload of the Recovery Manager. It would also potentially slow the process.

The Working Group would not have a formal mandate to speak on behalf of Wairarapa. Each Council would speak on behalf of their own communities and the three Mayors would continue to advocate for Wairarapa. Iwi would continue to advocate for Iwi/Māori. While having three Council voices and separate Iwi voices has some benefits, it is likely that central government agencies in particular would be seeking a single view on recovery matters from Wairarapa.

This option is not recommended.

2.4.4. Membership

There are a number of considerations that should inform the membership of a recovery governance body. The governance body needs to:

- to be representative across all Wairarapa communities
- have members who are knowledgeable of issues relevant to Wairarapa's recovery
- act in the interests of all Wairarapa
- have mana
- can act quickly and be agile.

These suggest that the governance group needs to have members who are already Wairarapa community leaders. The Mayors should therefore be on the committee. Given the role of Councils it would be useful to have an additional representative from each Council. This would provide an additional voice for each community, the potential for

different interests and experiences to be at the table, and also would provide assistance to the Mayor with communicating back to each Council the work of the Committee.

Consideration should be given to the role of Greater Wellington Regional Council in recovery and therefore the membership of that Council on the governance group. There would be advantages on having the Wairarapa representative on the group, providing a link into regional council initiatives and programmes. However, this may not be necessary and so it is recommended that this option for considered in future, rather than initially.

It would also be appropriate for the two Iwi of Wairarapa to be part of the Governance Group, recognising the partnership Iwi have with Councils, their role in supporting the recovery (including both economic and social recovery) and the coordinated and planned approach to supporting Wairarapa Māori during the pandemic that has developed under Ko Wairarapa Tēnei.

To ensure agility the Committee would ideally include no more than 10 members. It may be appropriate for an independent chair to be appointed, and/or one or two people with specific knowledge and skills relevant to the recovery planning exercise. However, the recovery actions are likely to be led by a number of groups and community leaders across Wairarapa and so it is probably best that their efforts are focused on actions, rather than broad oversight. The governance entity would be expected to maintain close contact and communication with these individuals and groups, particularly initially, and too seek advice and input from them (as below).

2.4.5. Advice to the governance group

The Committee should be very closely connected to the other groups involved with recovery in Wairarapa and receive direct advice from those groups. Building on the governance partnership with Iwi it is anticipated that a key group will be Ko Wairarapa Tenei with its focus on Education, Health, Social, Economic and Environmental response and recovery. Other groups would include sector groups such as Federated Farmers Wairarapa, Business Wairarapa, Destination Wairarapa, NGOs, Government agencies and others. As discussed above, a group of business and education sector leaders has already been established under the WEDS umbrella and is working very effectively. Action groups for other recovery elements including social recovery (which might include: community, household and individual support; health (mental and physical); housing; education; justice; community led development; events etc) need to be established to provide advice, enhance co-ordination and meet recovery needs.

The governance group will also be advised through the existing CDEM formal structure, which includes the Regional Recovery Manager and Council Recovery Managers (appointed by the Wellington CDEM Group Committee). It is proposed in Wairarapa to have a lead Recovery Manager who would be the primary adviser to the governance group.

2.4.6. Operational support

The preparation of a Wairarapa Recovery Plan and oversight of Wairarapa's recovery will be supported by the Councils. The Chief Executives will make resources available to support the work of the governance group, in addition to the Recovery Management team. However, not all resourcing will come from the Councils.

Resources from other agencies and groups will also be tapped into to support the plan implementation. This is expected to include the WEDS team, welfare agencies, rural groups the Provincial Growth Fund (potentially) amongst others. More details about resourcing will be identified as the plan is developed and more is known about national and regional support that will be available.

3. Appendices

Appendix 1 – National Regional and Local Recovery

Appendix 2 – Draft Terms of Reference for a Wairarapa COVID-19 Recovery Committee

Prepared by: Chief Executives of Masterton, Carterton and South Wairarapa District Councils

National, regional and local recovery

New Zealand's recovery

To date the Government has been focussed on its response to the COVID 19 pandemic and has focussed on providing short term packages to support businesses and people during the lockdown periods. It is now starting work to develop longer term plans to minimise unemployment and support the economy through New Zealand's recovery. Initiatives like the "shovel ready projects" fund being managed by Infrastructure Industry Reference Group (IIRG) is part of that recovery planning.

While the details of how the Government will manage the recovery phase, it is possible that a national recovery agency or something similar will be established. Through that, and other central government entities it is likely that further financial and other assistance will be made available to regions as part of future recovery plan.

Regional recovery structure

The Region has a formal structure in place through the Civil Defence Emergency Management Group (CDEM) for recovery management. This includes:

- the Group Committee (Mayors and Chair of the Region's Councils)
- the Coordinating Executive Group (or CEG) is made up of chief executives (or their delegates) and senior local managers of other members of the Wellington Region Group, including emergency services and district health boards. The Coordinating Executive Group provides advice to the CDEM Joint Committee and implements their decisions.
- Regional Emergency Coordination Centre (ECC), which coordinates local Emergency Operations Centres (EOCs) and leads the regional response to emergencies. The ECC is headed by the Regional Controller
- Recovery Managers, appointed by each of the councils. Recovery Managers report to the Regional Controller.

This structure is set up for the more traditional types of emergencies such as major earthquakes and floods. The structure has never been applied to a pandemic. At this time it is unknown what role the CDEM Group will have in the recovery phase and whether this structure will be kept in place for our current recovery challenges. However, districts and cities around the country are already underway with local recovery planning initiatives which are likely to be coordinated, at least in part, through the regional CDEM Groups.

Under the CDEM Act Recovery Managers are responsible for directing, coordinating the use of personnel, material, information, services and other resources during a local transition period (s30A(1))¹. At this stage we don't know how long a transition period will be, if indeed there is one at all, or whether the Act will be changed for the pandemic recovery. But under normal circumstances the Group Recovery Manager can direct the Local Recovery Manager during the transition period.

¹ More information can be found here <https://www.civildefence.govt.nz/assets/Uploads/cdem-amendment-act-2016/recovery-manager-powers-factsheet.pdf>

There is nothing in the Act that directs Councils or Recovery Managers to prepare Local Recovery Plans or to exercise the powers under the Act.

The Wellington Mayoral Forum are also potentially going to be involved with the Region's recovery. It has already been involved with recovery, though collating and submitting a regional package of infrastructure projects to the Infrastructure IIRG. Individual Councils have also submitted a range of local projects, including the regional council which submitted an environmental enhancement package, aimed at employment creation and acceleration of projects that benefit longer-term environmental goals. Much of this work, if funded, will be carried out in Wairarapa.

Again, the longer term role of the Mayoral Forum is yet to be decided. It is likely, though, that either the CDEM Group Committee or the Mayoral Forum will be establishing and implementing a regional recovery plan of some description. A recommendation for a regional recovery planning response providing coordination within the region is currently being considered.

WellingtonNZ and its subsidiary Creative HQ, is working closely with businesses in the region, including in Wairarapa, to help them manage through the Covid-19 crisis, through advice, support, marketing, and direct financial assistance (channelled from NZTE). This work is most likely to continue as the region moves into recovery. A significant number of Wairarapa businesses have accessed WellingtonNZ's services to date.

Wairarapa recovery

The COVID 19 disaster is unique in that the (to date successful) public health response has triggered an economic crisis that will threaten to significantly impact on the NZ and regional economies for years to come, and as a consequence New Zealanders. Already vulnerable people will likely be disproportionately affected by the loss of jobs and stretched social welfare and health systems.

In Wairarapa we must be mindful that past experience suggests Wairarapa won't be a priority for the Government. This is an event that has affected all New Zealand, some places more than others. Typically, the central government response is reactive and broadbrush, focused on major population areas or areas of very high deprivation. Given the breath of this event it is unlikely to be targeted towards smaller, statistically wealthy regional NZ areas. Wairarapa is included in "Wellington Region" statistics which due to the nature of government will understate the economic impact on Wairarapa.

Our relatively diverse economy, with its backbone primary sector, means Wairarapa is better placed than some other parts of the country. However, that does not mean Wairarapa businesses and people are not be significantly adversely impacted. It will be very important that Wairarapa takes a strong, proactive approach to the pandemic recovery to ensure Wairarapa's recovery is successful.

It is expected that each city/district around the country and in the Wellington Region will have its own recovery plan of some sort. Some Councils (e.g. Wellington City Council) have already prepared initial plans. These plans will inform Council Annual Plans and Long Term Plans, and are also likely to include a number of initiatives to support business and social recovery. There will be different models operating around the country to suit local needs. Plans and recovery activities are expected to be nuanced. Having a plan and a strong vision for an area's recovery will be important to ensure actions and investments are effective and targeted, and that efforts taken in recovery are not duplicated and effort wasted.

Draft Terms of Reference for Wairarapa COVID19 Recovery Committee

Purpose

To prepare and implement a Wairarapa COVID 19 Recovery Plan and lead recovery in Wairarapa.

Specific responsibilities

1. Develop and adopt a COVID 19 Recovery Plan that addresses Wairarapa's social, economic, environmental and cultural recovery, in consultation with other relevant parties, including setting a vision for recovery
2. Provide oversight of the implementation of the Plan and other recovery activities, working with other entities to ensure the recovery activities in Wairarapa are integrated and complimentary
3. Ensure the right people and agencies are involved with the Wairarapa recovery effort
4. Where appropriate gather and provide information and data to support recovery
5. Seek advice from Councils and other bodies as appropriate
6. Communicate recovery activities within Wairarapa, regionally and nationally
7. Advocate to central government, any regional recovery entity and other agencies for resources and support for Wairarapa's recovery
8. Advise the Councils on matters relating to Council services (including levels of service) where this will enhance consistency and support the Wairarapa recovery
9. Develop measures to assess the progress of the recovery in Wairarapa
10. Periodically review the membership and effectiveness of the Committee, and recommend any changes to these Terms of Reference back to the Councils as required.

Delegations

The committee has authority to:

1. prepare and adopt a Wairarapa COVID 19 Recovery Plan
2. advocate on behalf of Wairarapa for recovery resources and support for Wairarapa
3. liaise directly with any formal national or regional recovery entities on behalf of Wairarapa.

Membership

The Mayors of South Wairarapa, Carterton and Masterton District Councils

One other elected member of each of South Wairarapa, Carterton and Masterton District Councils

Up to four Iwi representatives (one representative from each of the Iwi entities with mana whenua in Wairarapa: Rangitāne Tū Mai Rā Trust / Rangitāne o Wairarapa / Ngāti Kahungunu ki Wairarapa / Ngāti Kahungunu ki Wairarapa Tāmaki Nui-a-Rua Settlement Trust)

Chair and deputy chair

The Committee will appoint its own chair and deputy chair.

Quorum

Six members, with at least one from each Iwi and one from each of the territorial authorities.**Meeting frequency**

Monthly, and as required.

Standing Orders

The Standing Orders of Masterton District Council will apply.

Administrative support

One council shall provide secretarial support for the Committee, rotated annually. Other resourcing for the work of the group shall be by agreement.