



Top of the South Marine Biosecurity Work Plan

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Document control

Sponsor: ToS Marine Biosecurity Management Committee (Contract Manager Lindsay Vaughan)

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Purpose of this plan: To set out the overall management approach and plan for the implementation of the strategy and keep the Management Committee informed of the allocation of resources for the work. This plan provides the context for and scope of the strategy and forms the management plan and business case.

Executive Summary

1. The Work Plan addresses the strategies, scope, roles, responsibilities, timetable, costs, and risks and issues involved in completing the project.

2. In 2009, a regional strategic plan was prepared within the framework of national biosecurity led by MAF. The strategic plan was initiated and developed by the members of the Top of the South Marine Biosecurity Partnership (the Partnership) coordinated by MAF. The strategic plan provides guidance and principles for better coordination of marine biosecurity actions in the region and suggested appointing a coordinator to operate under the overall direction of the Partnership's Management Committee. The key responsibilities of the Marine Biosecurity Coordinator are:

- Coordinating the Partnership.
- Driving the Partnership in developing and implementing advocacy programmes.
- Driving the Partnership in developing and promoting surveillance programmes.
- Driving the Partnership in developing standard procedures.
- Building the Partnership in engaging with marine users and other stakeholders

3. There are three components to this contract comprising multiple tasks.

The Work plan sets out the scope of each along with their activities, business requirements, performance measures and dependencies.

Component 1 will deliver a revision to the strategy and Management Committee monitoring through the duration of the contract.

Component 2 will be a phased two-way engagement across the marine biosecurity stakeholder community in the region with a view to underpinning and constantly reassessing the underlying Risk Management Framework.

Component 3 will produce a revised, more useable, Operations Manual comprising the revised Risk Management Framework, the revised Engagement Plan determined in Component 2 and plans for capability building, surveillance, vector management, incursion response, control of damaging organisms and performance measurement.

4. Costs, excluding GST, are:

Component Number	Component/Activity	Hours	Cost
1	Regional Coordination Total	254	\$28,000
2	Engagement Programme Total	696	\$44,000
3	Operational Planning Total	243	\$28,000
	Total (including \$4,250 travel and \$2,450 general operating costs spread across the three components)		\$100,000

5. Benefits include:

- Successful implementation of the project will take currently ineffective systems and processes and make them effective, thus giving a positive return on current defensive and surveillance expenditure. It will reduce the rate of incidents and near misses and will allow responses to incidents and issues to be developed in vastly reduced time frames.
 - Successful implementation of the project will give a rate of return at least one order of magnitude greater than the investment (even without taking into account the downstream savings and benefits as operating procedures developed in the Top of the South become available for use in other parts of New Zealand).
6. TLE will proceed from working hypotheses and revise these on the basis of action research.

Current hypotheses are that:

1. The current limiting factors are incomplete, disconnected processes and cultural and organisational barriers.
2. Some of the currently recognised risks can be substantially reduced by practical action.
3. A structured approach to two-way communication and systemic analysis of information gathered will allow identification of barriers to risk reduction.
4. Development and testing of a systems map will support learning loops that help identify and resolve bottlenecks.

Note that the whole approach focuses on risk reduction.

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1. Document Purpose

This Work Plan documents how the strategy for Marine Biosecurity in the Top of the South island will be coordinated during the period of the contract from 8 August 2011 to 7 August 2012 and provides the basis for project control.

The purpose of the document is to ensure that the project is aligned for success, clearly defining the roles, responsibilities, processes, and activities which will result in the project producing the deliverables required, on-time, within budget, and to the agreed standards. It addresses the strategies, scope, roles, responsibilities, timetable, costs, and risks and issues appropriate to the project's management activities, and identifies the impact of the strategy.

2. Context

2.1 BACKGROUND & CURRENT SITUATION

Councils, government agencies, Iwi and other stakeholders in the top of the South Island have agreed on a strategic plan to prevent the introduction, and minimise the spread, of damaging marine species throughout the Top of the South region.

In 2009, a regional strategic plan was prepared within the framework of national biosecurity led by MAF. The strategic plan was initiated and developed by the members of the Top of the South Marine Biosecurity Partnership (the Partnership) coordinated by MAF. This included representation from Tasman District Council, Nelson City Council, Marlborough District Council, Ministry of Fisheries, Department of Conservation, the aquaculture industry, port companies, tangata whenua and other stakeholders.

The strategic plan provides guidance and principles for better coordination of marine biosecurity actions in the region. It identifies priority actions and provides a framework for determining who is best placed to undertake each of those actions. The strategic plan suggested appointing a coordinator to operate under the overall direction by the Partnership's Management Committee.

The key responsibilities of the Marine Biosecurity Coordinator are:

- Coordinating the Partnership.
- Driving the Partnership in developing and implementing advocacy programmes.
- Driving the Partnership in developing and promoting surveillance programmes.
- Driving the Partnership in developing standard procedures.
- Building the Partnership in engaging with marine users and other stakeholders.

The role of coordinator for Marine Biosecurity in the Top of the South Island was initially awarded to and carried out by Mincher Campbell Limited during the period August 2009 to August 2011. In May 2011, the contract for this role was put out to tender and was subsequently awarded to The Lawless Edge which took over in August 2011.

2.2 DEFINITIONS, ACRONYMS AND ABBREVIATIONS

Term	Explanation
MAF	Ministry of Agriculture and Forestry
MDC	Marlborough District Council
NCC	Nelson City Council
TDC	Tasman District Council
TLE	The Lawless Edge Ltd

3. Project objectives

The project objective is to deliver the support and coordination required to revise and implement the Strategy. This includes coordinating and servicing the Top of the South partnership, providing engagement with stakeholders, developing operating procedures, policy analysis and supporting research and monitoring activity.

4. Scope, Activities, Performance Measures and Dependencies

There are three components to the project comprising multiple tasks.

The scope of each and the activities, their business requirements and performance measures are set out in Table 1, and any dependencies with other work streams or independent initiatives are noted.

Component 1 will provide Management Committee support and regional coordination including maintaining records, reporting on performance, attending national meetings on behalf of the Partnership and facilitating meetings. It will also deliver a revision to the strategy.

Component 2 will be a phased two-way engagement across the marine biosecurity stakeholder community in the region with a view to underpinning and constantly reassessing the underlying Risk Management Framework. Where appropriate, information will be given to the public and feedback received. Newsletters will be produced during the year as appropriate and media releases will be sent out when there are newsworthy items to report to the public.

Component 3 will revise the Risk Management Framework outlined in the Strategic Plan and produce a revised, more useable, Operations Manual. This manual will comprise the revised Risk Management Framework, the revised Engagement Plan determined in Component 2 and plans for capability building, surveillance, vector management, incursion response, control of damaging organisms and performance measurement.

The three components are integrated under a risk management approach that:

1. Is practically useable at the regional level.
2. Immediately reduces obvious risk for all high consequence high probability risks for which management approaches exist.
3. Broadens the information base beyond local knowledge.
4. Includes learning loops that allow initial risk reduction to be amplified by orders of magnitude over time.
5. Is scalable and transferable for application elsewhere in NZ.

TLE will proceed from working hypotheses and revise these on the basis of action research. The Current hypotheses are that:

1. The current limiting factors are incomplete, disconnected processes and cultural and organisational barriers.

2. Some of the currently recognised risks can be substantially reduced by practical action.
3. A structured approach to two-way communication and systemic analysis of information gathered will allow identification of barriers to risk reduction.
4. Development and testing of a systems map will support learning loops that help identify and resolve bottlenecks.

Note that the whole approach focuses on risk reduction.

Table 1: Scope, timing and phasing, activities, business requirements, performance measures and dependencies

Scope	Finish	Activity	Solutions	Performance measures	Dependencies
Regional Coordination (Component 1)	8/8/11	1 st Management Committee meeting	Get pegs in ground; Agree rough cut of Risk Management Framework, Engagement Plan, Strategic Plan and workplan; Establish dates for 2 nd Management Committee meeting and first Partnership meeting	Documented decisions	Agreed meeting agenda
	31/8/11	Contract negotiation	All parties in agreement and signed contracts		
	13/9/11 and monthly ongoing	Contract and performance monitoring	A set of written report, spreadsheets and graphs	Must be in sufficient detail to give confidence to the contract manager (TDC) that the contract is being run and monitored to time and cost	Accurate individual reporting on tasks by the TLE team
	25/10/11	Revise strategy	Take the existing strategy and update it to reflect the Pest Management National Plan of Action and to incorporate lessons learned in the first two years of implementation		Revised Risk Management Framework
	25/10/11	Produce workplan	Showing tasks, dates and costs	Useful information to the Management Committee	First Management Committee meeting and contract meetings
	8/11/11	2 nd Management Committee meeting	Agreement on revised Strategic Plan, work plan and Operations Manual including Risk Management Framework and Engagement Plan	All documents to be in sufficient level of detail to enable decision makers to make an informed decision on their acceptability	Completion of revision of Strategic Plan and Operations Manual (including revised Risk Management Framework, Engagement Plan) and work plan
	6/12/11	1 st Full	Table revised TotS Strategic Plan,	All documents to be in sufficient level	The 2 nd Management

		partnership mtg	workplan and Operations Manual.	of detail to enable decision makers to make an informed decision on their acceptability	Committee meeting and any amendments resulting from it
Engagement Programme (Component 2)	31/8/11	Begin applying Engagement Plan	Carry out conversations with all stakeholders in marine biosecurity in the TotS and produce a detailed record of each conversation to enable analysis to take place	Documented under standard categories to produce a general view across the system. For delivery to the second Management Committee meeting as a part of the revised Operations Manual	A go ahead from the first Management Committee meeting to the principle of an Engagement Plan based on a risk reduction loop
	9/10/11	Produce first newsletter	For distribution to the Partners	Introduce the new coordinators and other marine biosecurity news	Approved for release by Management Committee
	As required	Produce media releases	For distribution to all TotS printed media	Quality of draft releases	Approved for release by Management Committee
	25/10/11	Revise Communication plan into an Engagement Plan	A plan detailing how TLE will engage with all parties interested in marine biosecurity	The revised plan puts the emphasis on a risk based analysis of the existing system by interviewing key informants and creating a learning loop to reduce risk in the system. For inclusion in Operations Manual	Revised Risk Management Framework
	8/11/11	Start to implement Engagement Plan with the Management Committee	Document current understanding of system operation, risks and issues, priorities, culture, dreams and aspirations, infrastructure and identify broken systems (Operations Manual section 3.5.i)	Understanding of a systemic approach, number of broken systems identified and fixed.	Nil
	6/12/11	Start to implement Engagement Plan with the Partnership	Document current understanding of system operation, risks and issues, priorities, culture, dreams and aspirations, infrastructure, identify broken systems and communicate priority messages (Operations Manual section 3.5.ii)	Number of broken systems identified and fixed.	Acceptance of approach by Management Committee and development of key messages
	1/3/12	Start to implement Engagement Plan	Document system operation, risks and issues, priorities, culture, dreams and	Number of broken systems identified and fixed.	Acceptance of approach by Management

		with commercial Operators	aspirations, infrastructure, identify broken systems and communicate priority messages (Operations Manual section 3.5.iii)		Committee and development of key messages
	30/4/12	Start to implement Engagement Plan with contractors, businesses and industry	Document system operation, risks and issues, priorities, culture, dreams and aspirations, infrastructure, identify broken systems and communicate priority messages (Operations Manual section 3.5.iv)	Number of broken systems identified and fixed.	Acceptance of approach by Management Committee and development of key messages
	1/1/12	Start to implement Engagement Plan with recreational users	Document system operation, risks and issues, priorities, culture, dreams and aspirations, infrastructure, identify broken systems and communicate priority messages (Operations Manual section 3.5.v)	Number of broken systems identified and fixed.	Acceptance of approach by Management Committee and development of key messages
	7/8/12	Start to implement Engagement Plan with the Public	Communicate priority messages (Operations Manual section 3.5.vi)	Number of media statements	Identification of real news
Operational Plan (Component 3)	14/8/11	Risk Management Framework (Operations Manual section 2)	A high level design for a Risk Management Framework for implementing the Top of the South Marine Biosecurity Strategic Plan	A framework based on an analysis of the current system identifying areas for improvement and a focus on risk management in the future.	The first Management Committee meeting held on 8/8/11
	18/10/11	Revise and complete Operations Manual	To include plans for risk management, engagement, capability building, surveillance, vector management, incursion response, control of damaging organisms and performance measurement	A set of plans which the Management Committee can have confidence in	Production of the Risk Management Framework and the Engagement Plan
	8/11/11	Second Management Committee meeting	An approved Strategic Plan, workplan and Operations Manual	A decision from the Management Committee enabling TLE to proceed with confidence	All required documents being with the Management Committee on 25/10/11
	6/12/11	Revise and complete	With feedback from Management Committee and Partners and through	A set of plans which the Management Committee can have confidence in	Management Committee meeting and

31/8/11	Operations Manual Start to implement Capability Building System	conversations with wider stakeholder group Identify gaps that prevent effective marine biosecurity risk reduction in the TotS and establish a coordinated approach to closing them (Operations Manual section 4)	Closure of identified gaps	Partnership meeting Sufficient completion of the Risk Management Framework
31/8/11	Start to implement Surveillance Plan	Identify known or suspected marine risk organism incursions and vessels and behaviour which present a heightened marine biosecurity risk (Operations Manual section 5)	Early identification of risks	Sufficient completion of the Risk Management Framework and the Engagement Programme
31/8/11	Start to implement Vector Management Plan for Vessels	Identify risk vessels moving between NZ coastal locations (Operations Manual section 6)	Identified risk vessels	Sufficient completion of the Risk Management Framework and the Engagement Programme
6/12/11	Start to implement Incursion Response Plan	Have an agreed process to ensure that important decisions and actions are approached in a consistent and agreed manner (Operations Manual section 7)	All parties aware of the plan. Incursion simulation successfully run. Maintenance of an Incursion & Near Miss Register	Accurate and early identification of incursions
31/5/12	Start to implement Control of Damaging Organisms Plan	Effectively outline control and management options in the event that a damaging organism is detected or found to be established in the TotS (Operations Manual section 8)	All effective steps are known to all parties when a damaging organism is identified	Accurate and early identification of damaging organisms
6/12/11	Start to implement Performance Management Plan	Establish a monitoring framework of mapped systems, systems breakages and corrective actions (Operations Manual section 9)	Measure and review progress of the Strategic Plan every year and report on performance to the Management Committee	The Risk Management Framework and the Engagement Programme
1/4/12	Second version of Risk Management Framework	With the addition of an Incursion & Near Miss Register (Operations Manual App 3) and a Systems Fault Register (Operations Manual App 2)	Incursion & Near Miss Register to show all recorded incidents and near misses to date Systems Fault Register to show identified faults in the current system	The first version being approved at the second Management Committee meeting and analysis of the existing system

31/5/12	<p>Revise and complete Operations Manual based on input from conversations undertaken by the Engagement Programme</p>	<p>With the addition of any updates as a result of conversations held and analysis completed during the first year of the contract.</p>	<p>Ongoing engagement programme</p>
1/8/12	<p>Third version of Risk Management Framework</p>	<p>With the addition of any updates as a result of conversations held and analysis completed during the first year of the contract.</p>	<p>The second version being approved by the Management Committee plus further ongoing analysis of the current system</p>

5. Value

5.1 PRIORITY ASSESSMENT

- Marine biosecurity has been recognised as the least well developed of NZ's biosecurity systems and has the most confused lines of accountability.
- The Top of the South is the national centre for marine farming and biggest national fishing port.
- The regional councils in the area have accepted marine biosecurity management as key activity and assigned dedicated funding.
- MAF is using the Top of the South as a national pilot and model for developing regional effectiveness in marine biosecurity management.

5.2 BENEFITS ASSESSMENT

- The total annual cost of the contract is \$100,000 split between MAF and the Councils. Significant incidents have occurred in the region at the rate of one every two years. The costs of these incidents have been significant and most of those responses have not managed to remove new organisms once they have been found to be reproducing in the environment. The full costs of the new organisms include: the ongoing costs to stakeholders such as marine farmers in modifying management practices, the costs of monitoring spread, loss of values at valued sites.
- In addition, the agencies have significant but undocumented defensive and administrative costs for marine biosecurity.
- A MAF *Styela clava* Economic Impact Assessment published in August 2008 estimated the impact of *Styela* between 2006 and 2011 at between \$0.1 million and \$9.4 million. It went on to say that by delaying the entry of *Styela* to Marlborough, the impacts are estimated to reduce by between \$1.6 million and \$53.5 million. Slowing the spread of *Styela* from 14 to 20 years could reduce the national impacts by between \$21.1 million and \$80.4 million.
- Successful implementation of the project will take currently ineffective systems and processes and make them effective, thus giving a positive return on current defensive and surveillance expenditure, it will reduce the rate of incidents and near misses and will allow responses to incidents and issues to be developed in vastly reduced time frames.
- Without doing a numeric analysis it is apparent that successful implementation of the project will give a rate of return at least one order of magnitude greater than the investment even without taking into account the downstream savings and benefits as operating procedures developed in the Top of the South become available for use in other parts of New Zealand.

5.3 COST ASSESSMENT

Project costs for the year 8 August 2011 to 7 August 2012

Task Number	Component/Activity	Hours	Cost
1	Regional Coordination		
1.1	Full partnership meetings	32	\$3,600

1.2	Management Committee meetings	30	\$3,480
1.3	Customary forum meetings	6	\$870
1.4	Operational implementation	162	\$20,050
	Regional Coordination Total	254	\$28,000
2	Engagement Programme		
2.1	Oversight and administration	88	\$9,930
2.2	Media	30	\$1,800
2.3	Delivery of Engagement Plan	504	\$31,190
2.4	Newsletter	18	\$1,080
	Engagement Programme Total	696	\$44,000
3	Operational Planning		
3.1	Oversight and administration	40	\$4,900
3.2	Risk analysis, management recommendations and support	104	\$10,890
3.3	Operational Planning support	83	\$9,890
3.4	Policy advice and management of research	16	\$2,320
	Operational Planning Total	243	\$28,000
	Total (including \$4,250 travel and \$2,450 general operating costs spread across the three components)		\$100,000

5.5 FUNDING

The contract funding required over one year is \$100,000 plus GST

Component 1	\$28,000
Component 2	\$44,000
Component 3	\$28,000

Current funding commitments are:

MAF	\$60,000 per annum GST exclusive per annum
TDC	\$20,000 per annum GST exclusive per annum
NCC	\$20,000 per annum GST exclusive per annum
MDC	\$20,000 per annum GST exclusive per annum

Total \$120,000

All funding commitments are subject to approval in annual financial plans of organisations and in the Long Term Community Plans of Councils every three years.

The funding partners have held \$20,000 for costs outside the contract commitments.

6. Assumptions

1. Any additional requirements outside this contract will be covered by new funding.
2. There is separate budget for out of region travel.

3. There is budget available or support in kind for any longer print runs for formal public documents.
4. The budget allows for 7 return trips to Marlborough or as far as Golden Bay each year for general engagement.
5. The budget allows for 4 return trips to Marlborough each year for operational planning.
6. Adequate staff time is available for the management committee to complete its work.

7. Acceptance process & responsibilities

This Workplan, the revised Strategy and the Operations Manual will be presented to the Management Committee for its acceptance.

8. Quality management

A monthly contract meeting between TLE and the contract manager, Lindsay Vaughan (TDC), supported by Paul Sheldon (NCC) will be held every calendar month to monitor progress of tasks, hours spent and cost accrued.

9. Project procurement management

At the end of the current contract period, August 2012, the Management Committee may choose to extend the current contract to The Lawless Edge Ltd, negotiate a fresh contract with revised objectives and updated costs, or may choose to tender the further implementation on a limited or open tender process.

10. Considerations

10.1 Project risks

- Lack of priority for marine biosecurity work in key agencies and organisations.
- Lack of useable legal provisions to implement required solutions.
- Loss of funding as organisational priorities change.
- Diversion from high importance longer term work to urgent but less important work.
- Loss of key personnel and knowledge.
- Lack of effective border control for marine biosecurity.

10.2 Constraints & impacts

The work is dependent on:

- A healthy, ongoing two way communication between the Management Committee and TLE
- Delayed changes to the law through the Biosecurity Amendment Act process.

11. Project structure and governance

Role	Name(s)/Skills	Agree	Authority
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Role	Name(s)/Skills	Agree	Authority
Contract Manager (TDC)	Lindsay Vaughan		
Contract Manager (TLE)	Peter Lawless		
Project Manager	Dave Rees		
Project team	Simon Graves Matt Molloy Sterling Cathman		

12. Authorisation

Project Manager: This combined business case and project management plan provides a realistic representation of the project's opportunity, requirements and benefits. The document identifies all the significant resources, risks and impacts that need to be taken into account in deciding whether to approve the project.

Caveats

Dave Rees **Project Manager**

Name	Position	Signature	Date
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As Business Owner, we approve and accept this combined business case and project management plan (subject to the following caveats), and agree to provide the required resource, subject to funding. We also agree to the governance provisions outlined for this project, and that we are responsible for achievement of the benefits described in this document.

Caveats

Paul Sheldon **Chair of the Management Committee**

Name	Position	Signature	Date
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13. Document and project administration

Version History

Date	Author	Version	Status	Summary of Changes
25/10/2011	Dave Rees	1.0	Final	Document preparation for Management Committee meeting.
21/11/011	Dave Rees	1.1	Final	Revisions arising from Management Committee meeting.