Recovery Preparedness and Management

Director's Guideline for Civil Defence Emergency Management Groups [DGL 24/20]

Resilient New Zealand
Aotearoa Manahau

New Zealand Government

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December 2019
ISBN 978-0-478-43526-9
Published by the National Emergency Management Agency

Authority
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Foreword

Communities lie at the centre of recovery.

Recovery management is about supporting people to rebuild their lives and restore their emotional, social, economic and physical wellbeing. It is more than simply building back physical assets. A holistic recovery management journey addresses changes in communities and explores opportunities for further positive change and enhancement. Leading recovery management involves empowering and supporting affected communities so they can exercise a high degree of involvement in determining their future and lead community-led initiatives.

Recovery from emergencies is comprehensive, participatory and inclusive of all peoples and organisations and is founded on having talked about priorities, processes and desired outcomes before emergencies happen.

This guideline on recovery preparedness and management supports Civil Defence Emergency Management (CDEM) Groups and their members meet their responsibilities to plan and carry out recovery activities. The guideline provides information that Recovery Managers, CDEM Groups and local authorities need to understand about recovery and clarifies recovery roles and responsibilities. It describes operational planning that should be completed including arrangements that should be in place, before an emergency. The guideline also provides detailed guidance on how communities can be supported and empowered to recover after an emergency. The guideline will help CDEM Groups and local authorities build the necessary capacity and capability to plan for and manage recovery. This guideline focuses on the operational side of recovery management and links to strategic planning for recovery.

This guideline will also be informative for others agencies, organisations and groups involved in preparing for and managing recovery.

The importance of being prepared to support and empower communities to recover after an emergency means CDEM Groups need to make recovery preparedness a priority and resource it accordingly prior to an emergency occurring.

Sarah Stuart-Black

Director, Civil Defence Emergency Management

Contents

Section 1 Introduction

This section introduces this guideline and describes the guideline's purpose, desired outcome and intended audience. It outlines how the guideline is structure and defines key terms. Key civil defence emergency management documents relevant to recovery are also briefly described.

1.1 About this guideline

Purpose

The **purpose** of this document is to provide contextual information and practical guidance on preparing for and managing recovery. The document provides information that Recovery Managers, Civil Defence Emergency Management (CDEM) Groups and local authorities need to understand about recovery, and outlines arrangements to have in place before and after an emergency.

Section 53 of the *Civil Defence Emergency Management Act 2002* (*CDEM Act 2002*) specifies that CDEM Group Plans must take account of Director's guidelines. This requirement applies to this document.

Desired outcome

This guidance will help you:

- understand the types of consequences for communities that need to be managed following emergencies

- understand recovery roles and responsibilities under the *CDEM Act 2002* and *National Civil Defence Emergency Management Plan Order 2015 (National CDEM Plan 2015)*

- identify and build the necessary capacity and capability for planning and managing recovery activities, and

- develop and implement the necessary recovery processes, procedures and arrangements both before and after an emergency.

Intended audience

The intended audience of this document are Recovery Managers, CDEM Groups and local authorities.

This document provides current best practice so will also be informative for others, such as non-government organisations, the private sector and central government agencies involved in preparing for and managing recovery from any emergency.

Structure

This guideline is split into three Parts to help readers navigate the document, especially following an emergency.

- **Part A: Understanding Recovery**
  Part A outlines what Recovery Managers and those involved in recovery need to understand before an emergency. It includes a definition of recovery, how and why communities are at the centre of recovery, the legislative framework, roles, responsibilities and functions, the national recovery framework and recovery environments.

- **Part B: Preparing for Recovery**
  Part B provides guidance on why CDEM Groups and local authorities need to prepare for recovery including describing what they need to do before an emergency and provides guidance on operational recovery planning. It also explains how operational recovery planning relates to the requirements for Strategic Planning for Recovery

- **Part C: Managing Recovery**
  Part C describes the stages of recovery management and provides guidance on starting recovery after an emergency, moving from response to recovery, managing recovery, and winding down recovery arrangements.

The document has the following main sections.

- Section 1 *Introduction* — an introduction to this guideline, definitions of key terms used and a brief overview of key CDEM documents relevant to recovery.

Part A: Understanding Recovery

- Section 2 *Defining Recovery* — the definition and context for recovery in New Zealand, including why we need to prepare for recovery and the characteristics of recovery. It also explains the intent of recovery environments.

- Section 3 *Communities at the centre of recovery* — an overview of how and why communities lie at the centre of recovery, including community involvement in recovery, how communities are affected and the importance of engaging and communicating with them.

- Section 4 *Legislative Provisions* — an overview of the CDEM legislative definitions and legislative requirements in New Zealand.

- Section 5 *Roles, Responsibilities and Functions* — a description of the roles, responsibilities and functions of key agencies, positions and groups in relation to managing a recovery, both pre-emergency and during recovery.

- Section 6 *Recovery Framework* — a description of the national recovery framework in New Zealand including strategic and operational responsibilities at the local, CDEM Group and National level to manage, coordinate and deliver recovery activities needed to support communities.

- Section 7 *Recovery Environments* — a description of recovery environments and the intrinsic links and interconnections between them, as well as the potential consequences that may occur in each environment.

Part B: Preparing for Recovery

- Section 8 *Preparing for Recovery* — a description of what CDEM Groups and local authorities need to do before an emergency to prepare for recovery, including operational recovery planning, establishing governance, coordination, information management and

financial arrangements, building and maintaining relationships, and investing in professional and capability development.

Part C: Managing Recovery

- Section 9 *Stages of recovery management* — a description of the stages of recovery management and success factors that can help ensure a more effective recovery.

- Section 10 *Starting recovery after an emergency* — a description of the initial actions that Recovery Managers need to take following an emergency.

- Section 11 *Moving from Response to Recovery* — an outline of how the move from response to recovery following an emergency needs to be planned and managed.

- Section 12 *Managing Recovery* — an outline of the planning and activities that need to take place when managing and supporting recovery following an emergency.

- Section 13 *Winding down recovery arrangements* — an outline of how recovery arrangements are wound down once recovery activities no longer require arrangements to oversee and support activity.

Use of icons

The following icons are used in this guideline.

Indicates a template is available in another document or website.

Indicates more information is available in another document or website.

Use of coloured boxes

A blue box indicates a quote or key point.

An orange box indicates an example or case study from a recovery.

A grey box indicates an excerpt from legislation or regulation.

1.2 Key terms

This section provides clarification of some of the key terms used in this guideline.

All terms used in this guideline have the same meaning as defined in the *CDEM Act 2002*, unless otherwise stated below. Refer to the *CDEM Act 2002* and *The Guide to the National Civil Defence Emergency Management Plan 2015* (*The Guide to the National CDEM Plan 2015*) for other definitions and terms including business continuity, capability, capacity, CDEM Group Plan, CDEM sector, emergency services, Group area, hazard and hazardscape.

Agencies

Agencies are government agencies (including public service departments, non-public service departments, Crown entities and Offices of Parliament), non-governmental organisations, local government bodies, emergency services and lifeline utilities.

Asset

An **asset** refers to a physical component of a man-made place or environment that may be affected by an emergency. Assets include:

- buildings and properties (residential, community or commercial)

- infrastructure (roads, rail, bridges, sea ports and airports), and

- other lifeline utilities (power, fuel, water, telecommunications, and sewerage and wastewater).

Authorised person

An **authorised person** is a person who is authorised to give notice of a local transition period by being appointed for the purpose under s25(1)(b) or otherwise authorised by s25(4) or (5) of the *CDEM Act 2002.*

Centre for Community Recovery

A **Centre for Community Recovery** means a central meeting place where affected people and communities can access information, assistance, updates, and agency and organisation advice.

Civil Defence Centre (CDC)

A **Civil Defence Centre (CDC)** is a facility that is established and managed by CDEM during an emergency to support individuals, families/whānau and the community. CDCs are open to members of the public and may be used for any purpose including public information, evacuation, welfare or recovery, depending on the needs of the community.

CDCs are operated by CDEM-led teams (including CDEM-trained volunteers) or by other agencies as defined in CDEM Group Plans or local level arrangements.

Civil defence emergency management (CDEM)

Civil defence emergency management means the activities that guard against, prevent, overcome or recover from any hazard, harm or loss that may be associated with an emergency[1]. Refer to the *CDEM Act 2002* s4 for a comprehensive definition.

Civil Defence Emergency Management Group (CDEM Group)

A **Civil Defence Emergency Management Group (CDEM Group)** means a Group established under s12 or established or re-established under s22 of the *CDEM Act 2002.*

CDEM Groups are required under the *CDEM Act 2002* and are made up of elected representatives of member authorities, such as mayors, chairpersons or their delegates. Every local authority is required to be a member of a CDEM Group. A CDEM Group is also known as the Joint Committee and is accountable for CDEM in its area, including:

- identifying and managing hazards and risks

- providing the organisational structure and resources necessary (including suitably trained personnel) for the effective delivery of CDEM

- undertaking CDEM readiness activities, including raising public awareness about CDEM and preparing a CDEM Group Plan

- coordinating and undertaking CDEM response and recovery activities, and

- providing support and assistance to other CDEM Groups, if required.

Community

Community means a group of people who:

- live in a particular area or place (geographic or place-based communities)

- are similar in some way (relational or population-based communities), or

- have friendships or a sense of having something in common (community of interest).

People can belong to more than one community and communities can be any size. Communities can also be virtual[2].

Controller

The **Controller** is the person in charge of an emergency, or an aspect of it. The level of their control is given by the name – National Controller (usually based at the NCMC), Group Controller (usually based at an ECC), and Local Controller (usually based at an EOC).

The functions and powers of the National Controller are described in Sections 10 and 11 of the *CDEM Act 2002*.

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[1] Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed., 107.
[2] National Emergency Management Agency. 2019. *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā.*

The appointment and functions of Group and Local Controllers are described in Sections 26 to 28 of the *CDEM Act 2002*.

Coordinated Incident Management System (CIMS)

The **Coordinated Incident Management System (CIMS) 3rd edition** is the primary reference for incident management in New Zealand. The purpose of CIMS is to achieve effective coordinated incident management across responding agencies for all emergencies regardless of size, hazard or complexity[3].

Coordinating Executive Group (CEG)

The **Coordinating Executive Group (CEG)** is part of a CDEM Group's structure. It is made up of chief executives (or their delegates) of the local authorities, representatives of emergency services, and others.

Coordination Centre

A **Coordination Centre** is the location from which a Controller and Incident Management Team (IMT) manages a response. There are four types of Coordination Centre:

- Incident Control Points (ICPs) operate at an incident level

- Emergency Operations Centres (EOCs) operate at a local level

- Emergency Coordination Centres (ECCs) operate at a CDEM Group or regional level and coordinate and support one or more activated EOCs, and

- National Coordination Centres (NCCs) operate at the National level.

Cultural and linguistically diverse (CALD) communities

Culturally and linguistically diverse (CALD) communities are communities where members do not speak English or Te Reo (Māori language) as their primary language, or who have been (or are being) raised in a different culture from the predominant one where they live[4].

Emergency

Emergency means a situation that —

(a) is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency service or a lifeline utility, or actual or imminent attack or warlike act; and

(b) causes or may cause loss of life or injury or illness or distress or in any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and

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[3] Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed.
[4] National Emergency Management Agency. 2013. *Including culturally and linguistically diverse (CALD) communities [IS 12/13]*

> (c) cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under this Act[5].

Engagement

Engagement is a process where people come together to participate in and influence decision making on an issue that affects them and their community.

Evaluation

Evaluation is about measuring effectiveness. It compares what is happening against what was intended (goals, objectives and targets) and interpreting the reasons for any differences.

Geospatial

Geospatial is a collective term for data and technology with a spatial component (geographic or locational). Geospatial technology refers to all of the technology used to acquire, manipulate and store geographic information. These are a subset of technologies used for information management.

Geospatial enhances data management and analysis capability and this is where the value lies for emergency management, particularly in larger emergencies handling diverse forms and large volumes of data. Geospatial products include tables, graphs, infographics, paper maps and web maps.

GIS is one form of geospatial technology and GIS data is a type of geospatial data. Geospatial data can originate from other sources such as GPS data and satellite imagery.

Incident

An **incident** is an event that needs a response from one or more agencies. It may or may not be an emergency[6]. An incident may still require recovery activities.

Incident Management Team (IMT)

An **Incident Management Team** (IMT) is a group of incident management personnel that supports the Controller during response. It includes the Controller and the managers of Planning, Intelligence, Operations, Logistics, Public Information Management (PIM) and Welfare. It could also include a Response Manager, Recovery Manager, Risk and Legal Advisors, and Technical and Science Advisors[7].

Information management

Information management encompasses policy, processes, practices and technology underpinning the creation and use of information.

Joint committee

Refer to Civil Defence Emergency Management Group (CDEM Group).

Lifeline utilities

Lifeline utility means an entity named or described in Part A, or that carries on a business described in Part B, of Schedule 1 of the *CDEM Act 2002.* They are entities that provide essential infrastructure services to the

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[5] *CDEM Act 2002* s4.
[6] Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed.
[7] Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed.

community such as water, wastewater, transport, energy or telecommunications.

Local authority

A **local authority** is a territorial authority, a regional council or a unitary authority.

National Emergency Management Agency

The **National Emergency Management Agency** is the central government agency responsible for providing leadership, strategic guidance, national coordination, and the facilitation and promotion of various key activities across the 4Rs. It is the lead agency at a National level responsible for coordinating the management of emergencies listed in Appendix 1 of the *National CDEM Plan 2015*.

The National Emergency Management Agency may act as a support agency by coordinating the CDEM response and/or recovery to any incident managed by another lead agency.

Recovery activity

Recovery activity means an activity carried out under the *CDEM Act 2002* or any civil defence emergency management plan to deal with the consequences of an emergency, including, without limitation,—

(a) the assessment and ongoing monitoring of the needs of a community affected by the emergency; and

(b) the co-ordination and integration of planning, decisions, actions, and resources; and

(c) measures to support—

(i) the regeneration, restoration, and enhancement of communities across the 4 environments (built, natural, social, and economic);and

(ii) the cultural and physical well-being of individuals and their communities; and

(iii) government and non-government organisations and entities working together; and

(d) measures to enable community participation in recovery planning; and

(e) new measures—

(i) to reduce risks from hazards; and

(ii) to build resilience[8].

Recovery Manager

Recovery Manager means the National Recovery Manager, a Group Recovery Manager or a Local Recovery Manager, and includes any person acting under the authority of the National Recovery Manager, a Group Recovery Manager or a Local Recovery Manager[9].

Resilience

Resilience means the ability to anticipate and resist the effects of a disruptive event, minimise adverse impacts, respond effectively, maintain or

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[8] *CDEM Act 2002* s4.
[9] *CDEM Act 2002* s4.

recover functionality, and adapt in a way that allows for learning and thriving[10].

Situational awareness	**Situational awareness** is the understanding and appreciation of the complexities of an incident, including an understanding of the environment, the situation, likely developments and implications[11]. Shared situational awareness is achieved when the right level of intelligence is shared by and between all involved in an emergency to enable informed decision making and consolidated planning.
Territorial authority (TA)	A **territorial authority (TA)** is a city or district council or unitary authority that provides public services and regulates land use, buildings, public nuisances and environmental health.
4Rs	The **4Rs** of emergency management are reduction, readiness, response and recovery.
	Reduction involves identifying and analysing long-term risks to human life and property from natural or non-natural hazards, taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring.
	Readiness involves developing operational systems and capabilities before an emergency happens, including self-help and response and recovery programmes for the general public and specific programmes for emergency services, lifeline utilities and other agencies.
	Response involves actions taken immediately before, during or directly after an emergency to save lives and property and to help communities recover.
	Recovery involves the coordinated efforts and processes used to bring about the immediate, medium- and long-term holistic regeneration and enhancement of a community following an emergency[12,13].
Welfare services	**Welfare services** support individuals, families/whānau and communities to be ready for, respond to and recover from emergencies. Welfare services include: needs assessment, care and protection services for children and young people, psychosocial support, household goods and services, shelter and accommodation, financial assistance and animal welfare.

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[10] National Emergency Management Agency. 2019. *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā.*
[11] Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed., 113.
[12] *National CDEM Plan 2015.*
[13] *CDEM Act 2002* s4.

1.3 About civil defence emergency management (CDEM)

Understanding CDEM, its business-as-usual and response concepts, structures and arrangements is important to effectively and efficiently work in recovery.

Refer to *The Guide to the National CDEM Plan 2015*, the *Response Management Director's Guideline [DGL06/08]* and *Coordinated Incident Management System 3rd edition* available at www.civildefence.govt.nz for more information.

Key CDEM documents relevant to recovery

CDEM Act 2002

The *CDEM Act 2002* provides the legislative framework for CDEM in New Zealand across the 4Rs. It describes the functions and responsibilities of the Director CDEM, as well as those of government departments, local authorities, emergency services and lifeline utilities.

The *CDEM Act 2002* sets the requirements for CDEM Groups and defines their statutory functions, duties and responsibilities. It also provides for local authority elected representatives, mayors or the Minister of Civil Defence to declare a state of local emergency or a local transition period (the Minister may also declare a state of national emergency or national transition period) and defines the powers that Controllers may exercise during a state of emergency and Recovery Managers may exercise during a transition period.

The *CDEM Act 2002* requires there to be a National CDEM Strategy and a *National CDEM Plan 2015* and enables the Director CDEM to issue Director's Guidelines.

National Disaster Resilience Strategy

The *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā* outlines the vision and long-term goals for civil defence emergency management in New Zealand and the objectives to be pursued to meet those goals. It sets out what is expected for a resilient New Zealand and what should be achieved over the next 10 years.

National CDEM Plan 2015

The *National CDEM Plan 2015* is a regulation that sets out the roles and responsibilities of all agencies involved in reducing risks from hazards, and preparing for, responding to and recovering from emergencies.

The Guide to the National CDEM Plan 2015

The Guide to the National CDEM Plan 2015 explains and supports the *National CDEM Plan 2015* with further detail, diagrams and operational information.

CDEM Regulations 2003

The CDEM Regulations 2003 cover the forms for giving notice of, extending and terminating a national or local transition period.

Director's Guidelines   Director's Guidelines are documents developed by the National Emergency Management Agency to provide guidance to CDEM Groups and other agencies regarding CDEM. They are issued by the Director CDEM under the *CDEM Act 2002*. Section 53(2) of the *CDEM Act 2002* requires a CDEM Group Plan to take account of Director's Guidelines.

CDEM Group Plan   Each CDEM Group is required under the *CDEM Act 2002* to have a CDEM Group Plan, which is regularly reviewed.

The CDEM Group Plan sets the strategic direction for the CDEM Group. It describes and prioritises the hazards and risks particular to the CDEM Group's area and provides objectives and a framework for activities across the 4Rs. CDEM Groups must provide for strategic planning for recovery in their CDEM Group Plan.

CIMS 3rd Edition   CIMS 3rd Edition[14] is the primary reference for coordinated incident management across responding agencies for all emergencies regardless of the size, hazard or complexity.

Although it is not a solely CDEM document, it contains important detail on how CDEM responses are structured and coordinated, including recovery activities during a response phase, and how to move from response to recovery .

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[14] *Coordinated Incident Management System (CIMS)* 3rd edition is available on the National Emergency Management Agency website https://www.civildefence.govt.nz/resources/coordinated-incident-management-system-cims-third-edition

Section 1 Introduction

PART A: Understanding Recovery

Part A of the Recovery Preparedness and Management Director's Guideline outlines what Recovery Managers and those involved in recovery need to understand before an emergency. Section 2 defines recovery within the New Zealand context, describes the characteristics of recovery and explains the intent of recovery environments. Section 3 describes how and why communities are at the centre of recovery and explains why community involvement is a crucial part of recovery. The legislative framework for recovery with an overview of relevant *CDEM Act 2002* provisions is covered in Section 4. Section 5 describes the roles, responsibilities and functions of key agencies, positions and groups from local to national level for preparing for and managing recovery. Section 6 explains the recovery framework in New Zealand at local, CDEM Group and National level to manage recovery. Recovery environments, connections between environments and examples of consequences in each recovery environment is described in Section 7.

The purpose of Part A is to provide foundational information on recovery in New Zealand.

It is recommended that this Part is read in conjunction with Parts B and C of the Recovery Preparedness and Management Director's Guideline, which provide guidance on how to prepare for and manage recovery.

Section 2 Defining Recovery

This section outlines the definition and context for recovery in New Zealand, including why we need to prepare for recovery, and the characteristics of recovery. It provides a definition of recovery in New Zealand and emphasises that communities lie at the centre of recovery and defines what a community is. This section also describes the criticality of considering both the resilience of Māori and Māori concepts of resilience in all aspects of recovery. Recovery objectives and principles are described, along with elements of successful recovery. The characteristics of recovery and impacts recovery has on local authorities are described. Recovery environments are also introduced and the intent of them explained.

2.1 What is recovery?

Recovery involves the coordinated efforts and processes used to bring about the immediate, medium- and long-term holistic regeneration and enhancement of a community following an emergency[15].

The recovery process is about supporting people to rebuild their lives and restore their emotional, social, economic and physical wellbeing. It is more than simply building back infrastructure.

In practice, recovery from emergencies is comprehensive, participatory and inclusive of all peoples and organisations, where discussions about priorities, processes and desired outcomes need to happen before emergencies. It brings together the collective efforts of communities; local, regional and central government; lifeline utilities; health providers; the private sector; and many others to enable, empower and support affected individuals and communities.

Recovery involves many interdependent and concurrent activities that need to be managed and coordinated to[16]:

- support the cultural, emotional and physical wellbeing of individuals and communities

- minimise the escalation of the consequences of emergencies

- reduce future exposure to hazards and their associate risks — i.e. build resilience, and

- take opportunities to regenerate and enhance communities in ways that meet future needs (across the social, economic, natural and built environments).

Figure 1 depicts how recovery activities focused on different stages/timeframes of recovery are interconnected and overlap from pre-emergency reduction and readiness activities through to long-term recovery

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[15] *CDEM Act 2002.*
[16] *National CDEM Plan 2015* clause153.

activities and community development. The recovery journey is rarely linear and may also be interrupted by additional shocks that reset where a community is on the continuum, e.g. aftershocks, which means recovery planning and management needs to be flexible and responsive.
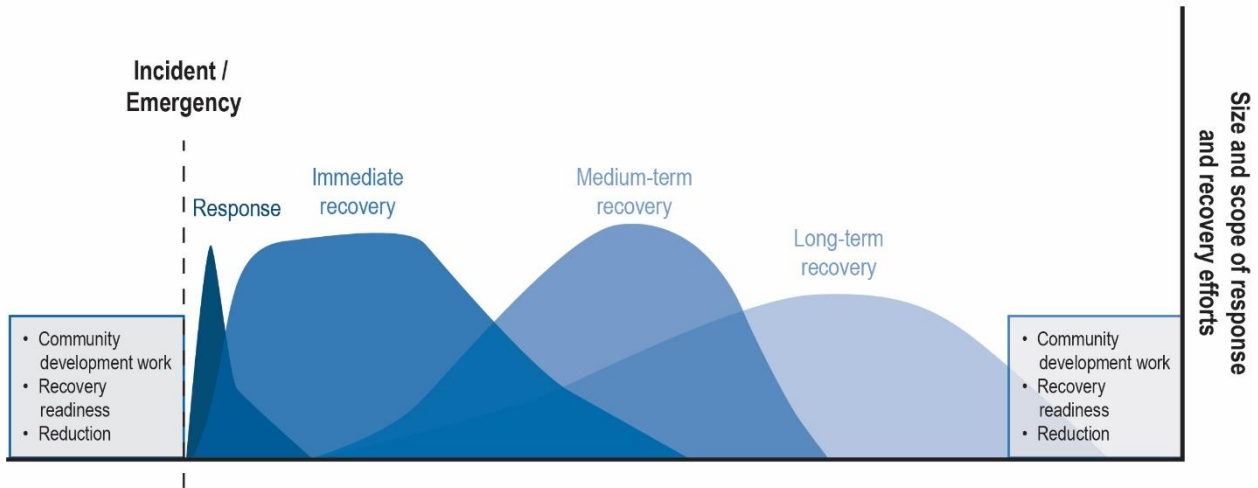
Figure 1[17]: The recovery continuum

Communities and recovery

Communities lie at the centre of recovery. Every recovery vision, outcome, relationship and activity should have the health and wellbeing, safety and security, and prosperity of communities at the core of its purpose.

Communities are groups of people who:

- live in a particular area of place (geographic or place-based communities)

- are similar in some way (relational or population-based communities), or

- have friendships or a sense of having something in common (community of interest)[18].

People can belong to more than one community and communities can be any size. Communities can also be virtual.

Communities and individuals affected by an emergency will not be left unchanged by the experience. The very fabric of society and the relationships within these communities can be significantly impacted, including the foundations that support a community to function and thrive.

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[17] Adapted from Federal Emergency Management Agency 2016. *National Disaster Recovery Framework,* 2nd edition
[18] National Emergency Management Agency. 2019. *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā*, 6.

These foundations can be grouped into four key environments:

- social networks and interactions (the **social** environment)
- built assets (the **built** environment)
- economic activity (the **economic** environment), and
- the **natural** environment.

The combination of and interaction between these four environments underpin community sustainability.
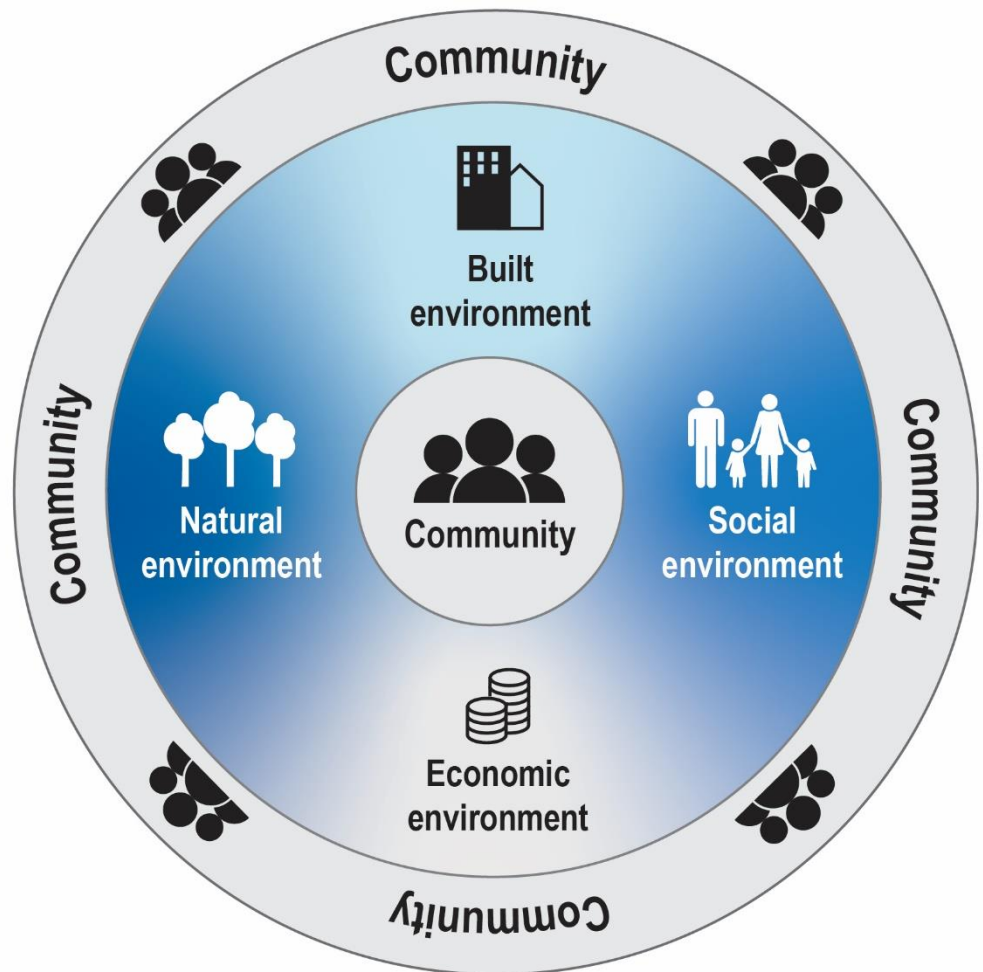
Figure 2: The foundations that interact and connect to support a community to function and thrive

Regardless of the scale of recovery, successful recovery for communities is best achieved when the affected communities are empowered and supported to exercise a high degree of involvement in setting priorities and a vision for recovery and leading community-led initiatives.

Māori and recovery

Any comprehensive framework for recovery in New Zealand needs to consider both the resilience of Māori and Māori concepts of resilience. This reflects the status of Māori as the indigenous population of New Zealand and the principles of the Treaty of Waitangi / Te Tiriti o Waitangi.

When an emergency occurs, the responsibility of caring for others and Te Ao Tūroa (the natural world) falls to whānau, hapū and iwi with historical ties to

the areas impacted by the emergency. Whakapapa creates a kinship-based form of capital understood by Māori as whanaungatanga (close relationships) that may be drawn on to aid whānau, hapū and wider communities during times of adversity. Whānau, hapū and iwi respond quickly and collectively to provide support and to address the immediate needs of their communities as well as to institute practices that will aid the recovery[19]

Māori/iwi capability for recovery includes strong local networks, an understanding of local geography and sites of significance, an ability to identify specific needs and connect with resources, and capacity to offer physical resources such as marae where this is appropriate.

This process is considered whakaoranga[20] — the rescue, recovery and restoration of sustainable wellbeing — and may be applied to whānau, hapū and iwi tribal homelands as well as all communities and parts of New Zealand impacted by emergencies. The whakaoranga process is underpinned by kaupapa Māori (cultural values), informed by mātauranga Māori (cultural knowledge and science) and carried out as tikanga Māori (cultural practices).

Recent examples of Māori facilitating effective response and significant support to affected communities include the aftermath of the 2010–2011 Canterbury earthquake sequence, the November 2016 earthquake and tsunami, the Whakatāne District floods in 2017, and other emergencies. Māori moral and relational attributes applied to creating community resilience promote a collaborative response to disaster recovery, commitment to environmental restoration, and the extension of hospitality to others experiencing adversity. Māori also have assets and places that support community wellbeing in the aftermath of emergencies. It is important to note that while many Māori may share a similar worldview, there is still a need to recognise different dynamics both within and between iwi, hapū and marae, and to engage with each on an individual basis. There is also a need to recognise that different iwi, hapū and marae have different resource constraints and asset bases and their ability to respond is dependent on this; not all iwi, hapū and marae will have the same resilience or capacity to respond.

Strong trust-based relationships need to be in place with Māori pre-emergency[21] and Māori need to be part of the recovery, through all environments and phases of recovery.

When engaging with Māori, the CDEM sector should be realistic about expectations, being cognisant of capacity constraints, while still ensuring Māori are given full opportunity to participate.

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[19] National Emergency Management Agency. 2019. *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā*, 21.
[20] The concept and application of the term whakaoranga to disaster resilience was developed in the National Science Challenge Resilience to Nature's Challenges' research project: Whakaoranga marae, led by Dr Christine Kenney.
[21] At the time of publication, work is continuing regionally to enable this, as well as nationally to provide guidance and expectations around how this can occur. Refer to the National Emergency Management Agency website for more information as this progresses.

More information

Refer to the *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā* for more information on resilience and Te Ao Māori and the national priorities and objectives for improving the effective response to and recovery from emergencies, available at www.civildefence.govt.nz.

Need for coordination

Recovery involves many people, organisations and communities, both those that are affected and those that support affected communities to recover. Given the range of people and interdependent and concurrent activities occurring, it is crucial that everyone works together to effectively meet the needs of the affected community.

Coordination between the response to and recovery from an incident or emergency is crucial to ensure community needs are met. To affected communities, there is no clear difference between the two phases as they will begin to recover from the emergency or incident immediately afterwards and they will expect support throughout the two phases.

Accepting complexity and change

Recovery is dynamic, with high degrees of complexity, uncertainty and changeability.

The needs of communities, political dynamics, financial constraints, level of coordination needed and competing demands placed on decision makers from diverse parts of a community will change over time and recovery activities will need to adapt in response to these changes.

When the complexity of recovery and changing environment is accepted, it can begin to be addressed by:

- being flexible when managing and coordinating recovery activities, and

- anticipating, monitoring and responding to change.

Immediate, medium-, and long-term

Recovery is a process that can last weeks or months, but can also often extend for years and possibly decades depending on the significance of the consequences. Because of this, recovery of affected communities needs to be considered over a long timeframe (100 years), taking into account the ever-evolving makeup and needs of communities and factors that can influence change such as politics, legislation, future hazards and risks (e.g. climate change) and communities themselves. Monitoring these changes and addressing the evolving needs of communities over this long-term timeframe is crucial and will likely change business-as-usual planning.

Individuals and organisations involved in recovery need to recognise the long-term commitment that will be required and leaders need to be clear from the outset that it will be a long journey. This is to ensure adequate human and physical resources are planned for to support recovery, as well as take into account that business-as-usual services will resume as part of medium- and long-term recovery.

Holistic regeneration and enhancement

Holistic recovery places the community at the heart of planning and decision making. It considers how each decision will achieve goals across all foundations of that community (social, natural, built and economic

environments), acknowledging the connections between different aspects of recovery and the community.

Holistic recovery also recognises that recovery extends beyond just restoring physical assets or providing welfare services. While recovery may involve restoring communities to as close to their 'as before' states as possible, it must also support communities to positively adapt to a changed reality and explore options for further positive change and enhancement.

Recovery objectives

The *National CDEM Plan 2015* outlines recovery objectives in New Zealand. These objectives are a set of attainable intentions that enable the immediate, medium- and long-term holistic regeneration and enhancement of a community. This is done by leveraging the opportunities that an emergency can provide to improve aspects of pre-emergency conditions and increase community resilience[22].

Recovery objectives include—

(a) **minimising the escalation of the consequences** of the emergency; and
(b) **regeneration and enhancement** of—
  (i) the **social, psychological, economic, cultural, and physical wellbeing** of individuals and communities; and
  (ii) the **economic, built, and natural environments** that support that wellbeing; and
(c) taking practicable opportunities to **adapt to meet the future needs** of the community; and
(d) **reducing future exposure** to hazards and their associated risks; and
(e) supporting the **resumption of essential community functions**.[23]

Recovery principles

The principles of recovery in New Zealand are outlined in the *National CDEM Plan 2015*. These principles are fundamental to supporting a community recover and need to be integrated in all strategic planning for recovery, recovery preparedness planning and recovery management.

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[22] The well-beings in the Recovery Objectives of *National CDEM Plan 2015* (clause153(b)) are similar to the well-beings in the *Local Government Act 2002*. The *LGA 2002* states that the purpose of local government is to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future.
[23] *National CDEM Plan 2015* Part 9 clause153*.*

1. Recovery consists of **co-ordinated** efforts and process to effect the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency and requires that agencies and CDEM Groups **work together** in establishing **shared goals, priorities, strategies, and information needs**.
2. Recovery **involves the community and activities** across the following 4 environments:
   (a) social
   (b) economic
   (c) natural
   (d) built.
3. Recovery should be **flexible and scalable** in accordance with meeting the needs of the community.
4. Recovery measures should be **pre-planned and implemented** (with necessary modifications) **from the first day of the response** (or as soon as practicable) and should be **co-ordinated and integrated with response actions**.
5. The aim of immediate recovery activity is to **enable individuals to continue functioning** as part of the wider community.
6. **A return to past normality may be impossible** (for example, continued exposure to unacceptable levels of risk from hazards may necessitate the relocation of people and property at risk).
7. Depending on the nature, scale, and complexity of the emergency, **recovery may take a short time or many years, possibly decades**.[24]

In addition to the principles in the *National CDEM Plan 2015*, the Christchurch Earthquake Recovery Learning and Legacy (CERLL) programme developed five themes of recovery. These themes are common ideas or messages that relate to all aspects of recovery planning and management and have been reinforced by the experience gained throughout New Zealand.

The themes have been incorporated throughout this document so recovery leaders can be well placed to facilitate community recovery by applying them to both preparedness for recovery and management of recovery.

The five themes are:

- understanding the recovery context including the constant change and uncertainty present during recovery and the many characteristics of recovery (described in more detail in *Section 2.2*)

- leadership and governance

- communication and community engagement

- resource allocation, and

- conditions for innovation.

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[24] *National CDEM Plan 2015* Part 9 clause154.

What is successful recovery?

"Our success will not be measured by the kilometres of pipe and road that we replace, but by how the people come through this"

Jim Palmer, Chief Executive, Waimakariri District Council

Successful recovery from an emergency will look and be defined differently for each community based on their situation, challenges, vision and priorities. It is difficult and unhelpful to have one single definition of success. However, communities that have, in their eyes, successfully recovered will have elements in common. These elements include where:

- the community overcomes the physical, economic, social, emotional and environmental impacts of the emergency

- the community re-establishes economic stability and social capital that instils confidence in the community's viability, noting this may be in a different location or way to before the emergency

- the community considers and is inclusive of the needs of all its members in its rebuild (for example, accessibility[25] and culturally and linguistically diverse (CALD) communities) and in doing so reduces the future exposure to hazards and their associated risk

- individuals and the community demonstrate they can deal with the consequences of future emergencies through the ability to be prepared, responsive and resilient

- the community exercises a high degree of self-determination, and community-led initiatives are enabled

- individuals lead a life that they value living, even if it is different to their life before the emergency, and

- the wide and diverse range of recovery needs of communities and individuals are all addressed in a coordinated way.

2.2 The characteristics of recovery

Recovery differs from response and business-as-usual in many ways.

The complexity of recovery

Recovery is a complex part of civil defence emergency management in terms of scale, range of activities, and duration.

The potential significant consequences on the social and economic wellbeing of people and communities from emergencies are well

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[25] Accessibility refers to characteristics of the built environment, and of information and communication systems, that enable their use by all members of the community, regardless of people's cultural or ethnic identity, or their age, and including people who have physical, sensory, neurological, mental, or intellectual impairment.

documented. Supporting community recovery will occur against a backdrop of distress and uncertainty, and can be highly dynamic in nature. There may also be a spectrum of heavily affected to unaffected people within the same community, which can present a challenge to managing the difference in needs. Recovery will also often require both decisive action and careful assessment, but also sensitive and pragmatic trade-offs.

Characteristics of recovery

Recovery has a range of characteristics that need to be accounted for, including:

- recovery leadership is about courage, honesty, collaboration, influence and coordination

- recovery is longer and slower paced than response. It could take many years to achieve recovery objectives

- recovery needs to maintain a strategic focus on the immediate, medium- and long term objectives rather than serving the immediate needs only

- recovery provides a window of opportunity for major change and betterment in a community; however, this often requires trade-offs to be made

- inequities and pre-emergency trends are exacerbated during recovery

- individuals and communities are more likely to be actively involved in recovery, compared to business-as-usual activities because they have been affected by the emergency, their daily life has been interrupted or they appreciate the potential for significant change, and

- grief and psychosocial impacts on people over time are almost always the biggest and most challenging issues as they can be complex, change over time and can vary considerably between individuals.

Impact on local authorities

The impacts of even small emergencies and their subsequent recovery on CDEM Groups and local authorities can be significant. Experience shows that managing a recovery can significantly impact the business–as-usual focus of local authorities and fundamentally change the assumptions behind existing and future annual and long-term plans. This can also lead to changing planning priorities, budgets and financial arrangements, and new political concerns.

Recovery planning, management and delivery go well beyond the business-as-usual activities of local authorities, and can involve shifting priorities and resources, and collaboration with multiple stakeholders across the social, economic, built and natural environments.

Local authorities may be unaware of the level of resourcing and coordination required during recovery and the potential consequences this may have on their business-as-usual activities.

The internal business impacts on local authorities are seen in:

- large increases in demand on staff time at all levels for planning, managing, coordinating, delivering, communicating, engaging and reporting on recovery activities

- psychological impacts on staff, either from prolonged periods of high stress due to the recovery workload, insufficient support or personal impact or suffering personal loss from the emergency

- a drop off in the momentum and productivity from staff due to a mix of exhaustion from the response phase, and demands from business-as-usual roles

- the need to function to the fullest possible extent, even though this may be at a reduced level[26], while also managing recovery efforts, and

- innovative solutions or simplified processes used in recovery being incorporated into business-as-usual activities.

Real world example

Staff from Nelson City Council working on the Pidgeon Valley fire in February 2019 (particularly in governance, administration and communities) worked for a total of 530 hours / 66 days. The extra work generated from the response and recovery to the fires and corresponding accumulated leave put business-as-usual operations behind schedule and the City Council only caught up with the backlog of work four months after the fire began. This also impacted on planning for the Council's Long-term Plan[27].

More information

More information about the impact of recovery on local authorities and critical success factors in recovery is available in the *Learning from Regional Recovery Events: A Practical Guide for Territorial Authorities and Local Recovery Managers* at www.civildefence.govt.nz.

2.3 Recovery environments

In recovery, each community is viewed as a complex whole. As described in *Section 2.2*, the foundations that support these communities to function and thrive are grouped into four interdependent environments. These are:

- social

- built

- economic, and

- natural.

Prior to an emergency, the state of these environments and the interaction between them will determine the wellbeing, sustainability and resilience of

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[26] Refer to *CDEM Act 2002* s64 for the duties of local authorities.
[27] Harris, K. 15 June 2019. *Business as usual for NCC after wildfire disruption.* Nelson Mail.

the community. Emergencies impact these environments in different ways and to varying degrees, and upset the balance between them.

The definition of recovery activities[28] in the *CDEM Act 2002* includes these four recovery environments.

Intent of the recovery environments

The **intent of the recovery environments** is to provide a framework **to identify and consider all possible and actual, and direct and indirect consequences of an emergency so that these can be addressed during recovery.** Consequences affecting whānau, hapū and iwi must be considered across all recovery environments.

The recovery environments may also be used as a basis for organising recovery management; for example, by having projects based on the consequences in different environments. Refer to *Section 12* for more information on organising and managing recovery.

Refer to *Section 7* for definitions of the recovery environments and more detailed information and examples of consequences that can occur in them.

[28] Refer to *Section 1.2* Key terms and *CDEM Act 2002* s4.

Section 3 Communities at the centre of recovery

This section gives an overview of how and why communities lie at the centre of recovery, along with community involvement in recovery, how communities are affected and the importance of engaging and communicating with communities. The concept of community-led initiatives is introduced and the end goal of empowering communities is emphasised. The challenges of community engagement during recovery and the benefits of good community engagement are discussed.

3.1 Communities at the centre of recovery

Communities at the centre

Recovery is about regenerating and enhancing communities functions, social structures and systems following an emergency, so communities lie at the centre of recovery. Government, partners, agencies, organisations and groups work alongside communities to achieve this.

Every recovery vision, outcome, relationship and activity should have communities at the centre of its purpose. Communities includes individuals and groups in a community, as well as the foundations (i.e. recovery environments) that support communities function and thrive. Refer to *Communities and recovery* in *Section 2.1*.

The ability of communities to recover involves the holistic interaction between the communities and the social, economic, natural and built environments, as these environments interact to support communities. This interaction involves members of communities, so it is critical to consider the consequences of an emergency in relation to communities and to support communities by delivering local, regional and national recovery activities as required.

Recovery management is not possible without community involvement. Under the *CDEM Act 2002*, CDEM Groups are responsible for planning and carrying out recovery activities. This includes enabling community participation in recovery planning, both pre- and post-emergency. Recovery leaders need to promote joint ownership of community recovery by all stakeholders and empower communities to drive options, progress, pace and the services that are provided to support them. Community involvement is a core mechanism that drives recovery planning and management.

Community involvement in recovery management is an important means of contributing to the empowerment of individuals and communities to manage their own recovery and of encouraging innovation. Supporting and enhancing the resources, capacity and resilience already present within individuals and communities is the key to a successful recovery[29].

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[29] Adapted from Australian Institute for Disaster Resilience. 2018. *Australian Disaster Resilience Community Recovery Handbook*.

Engaging with communities

Engaging with communities can be a balancing act between taking the time to consult, maintaining progress and making decisions that require quick action. Communities will be highly motivated following an emergency; however, they may have difficulty accessing or understanding the messages delivered or engaging in strategic recovery conversations.

There is increasing recognition that the processes used by recovery agencies, organisations and groups to interact with communities are critical and can impact on the capacity and willingness of individuals and groups to manage their own recovery process.

When developing recovery plans and managing recovery, recovery leaders and teams need to consider what forms of community engagement and participation are appropriate for different phases, aspects of recovery and communities (as communities are diverse). This could range from informing the community to help them understand a decision, to enabling them to make a decision about their future[30]. Regardless of the form of engagement and participation, **empowering the community should always be an aim.**

There may be some decisions that have to be made by particular agencies/leaders that are not supported or understood by the affected communities. In these circumstances, communication about the decision is crucial. In recovery, traditional communication is not enough. The foundation for open and honest partnerships with communities comes from engagement, and honest, meaningful and regular communication.

Refer to *Section 12.11* for more information.

Who is affected?

Emergencies can have far-reaching consequences, even for people who are not directly and obviously affected. Individuals and communities are often affected indirectly through secondary impacts that are not always tangible. For example, the consequences of an emergency are not always confined to the physical location affected by the emergency and may be felt in surrounding communities as people move away from the affected area.

Recovery leaders and teams need to understand the potential (pre-emergency) or actual (post-emergency) extent of an emergency to ensure all individuals and communities affected by the emergency are supported. Refer to *Section 10* for more information.

Community-led initiatives

Successful recovery for a community is best achieved and most effective when affected communities are empowered and supported to lead the direction of their own recovery and their own initiatives.

Communities spontaneously begin their own recovery initiatives from the start of an emergency. The role of recovery leaders is to recognise these initiatives and provide structured support, coordination and communication to facilitate community recovery efforts. This may be through providing land for pop-up villages or space for community-run events.

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[30] Refer to the International Association for Public Participation. 2014. *IAP2's Public Participation Spectrum*.

The ability of communities to lead their own initiatives will depend on the pre-existing environment, the scale and complexity of recovery needs, the capacity of community members to participate and the level of trust in recovery leaders. All of which may change over time.

As recovery progresses in the long-term, the majority of initiatives may move from predominantly agency-led initiatives to predominantly community-led initiatives.

Real world example

Following the 2013 Seddon earthquake, Marlborough District Council facilitated and supported the Awatere Community Trust (an existing trust that provides community-based programmes and an information kiosk) to deliver recovery services. Initially the Trust engaged with welfare services, agencies and other organisations, and Marlborough District Council provided support, advice and information. The Trust supported recovery agencies, managed regular information bulletins for the community, supported people in their engagement with the Earthquake Commission and the insurance claims process, and coordinated trade capacity to assist people to get property repairs done[31].

Engagement challenges in recovery

There are various challenges that may hinder individual and community involvement and engagement in recovery that need to be considered and addressed when planning and delivering engagement activities.

For an individual, the emergency may affect their ability and willingness to participate. For example:

- individuals or families/whānau may find that existing stressors have been exacerbated by the emergency, leading to further disconnection from their community

- individuals that have suffered loss or trauma may struggle with bureaucratic processes (both real and perceived)

- affected individuals will use their energy for daily living, which can become more complex and time-consuming

- some people may be physically dislocated from their original community while they live in alternative accommodation or leave the impacted area to work, or live with relatives or friends but still consider it home, or

- some people may be isolated due to age, disability or culture, which could be exacerbated by the emergency.

For communities, challenges can include[32]:

- individuals who do not necessarily represent the views of the communities may seek a disproportionate influence on decisions by

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[31] Morris, B. 2015. *Learning from Regional Recovery Events: A Practical Guide for Territorial Authorities and Local Recovery Managers*, 15. https://www.civildefence.govt.nz/assets/Uploads/CDEM-Resilience-Fund/Learning-from-regional-recovery-events.pdf

[32] Waimakariri District Council. 2018. *Social Recovery 101: A Guide for Local Social Recovery*: *Waimakariri District Council's social recovery framework and lessons learnt from the Greater Christchurch Earthquakes*

standing up as community spokespeople to media and political leaders

- new groups may emerge that claim ownership of aspects of recovery with or without broader community support

- different views that are largely quiet before an emergency may come to a head as groups blame each other for elements of the emergency

- new divisions may emerge as people make judgements about what they think is fair for them and not fair for others, or

- Councils may feeling less willing to tackle contentious issues in a highly emotive post-emergency environment.

Benefits of good community engagement[33]

In spite of these challenges, well-managed community engagement can:

- reduce helplessness and isolation

- create goodwill and trust between the community and the local authority (which can be hard to restore if damaged)

- realise opportunities to fully understand community challenges and discover potential solutions

- minimise divisions in the community and support the spread of reliable information, and

- help the community to understand the breadth of the issues that need to be addressed during recovery and the need to balance competing needs and expectations to achieve a pragmatic outcome.

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[33] Waimakariri District Council. 2018. *Social Recovery 101: A Guide for Local Social Recovery*: *Waimakariri District Council's social recovery framework and lessons learnt from the Greater Christchurch Earthquakes*

Section 4 Legislative Provisions

This section provides an overview of the CDEM legislative provisions in New Zealand relevant for recovery. It includes CDEM legislative definitions and legislative requirements.

The ability to fulfil CDEM functions and carry out responsibilities, including recovery, is a key requirement of the *CDEM Act 2002.* CDEM Groups, each local authority member of the CDEM Group and Recovery Managers must familiarise themselves with the *CDEM Act 2002* and the *National CDEM Plan 2015* requirements to effectively support recovery and meet their statutory obligations.

Legislative definitions

- Definition of **recovery** in s4 of the *CDEM Act 2002*.

- Definition of **civil defence emergency management** in s4 of the *CDEM Act 2002*. It includes the application of knowledge, measures and practices that are designed to recover from, or overcome any hazard or loss that may be associated with any emergency, including the planning, organisation, co-ordination, and implementation of those measures, knowledge and practices.

- Definition of **recovery activity** in s4 of the *CDEM Act 2002* describes activities that deal with the consequences of an emergency. It includes matters such as 'measures to enable community participation in recovery planning' as well as "new measures that reduce risks from hazards and build resilience'. The term is used in relation to the functions of CDEM Groups (s17(1)(e)), functions of recovery managers (s30A(1)) and tests for considering giving notice of a transition period or extending one (s94B(4)).

Legislative requirements

- **Functions of CDEM Groups** including planning and carrying out recovery activities in s17 of the *CDEM Act 2002*. It includes the application of knowledge, measures and practices that are designed to recover from, or overcome any hazard or loss that may be associated with any emergency, and planning, organisation, co-ordination, and implementation of those measures, knowledge and practices.

- Appointment and functions of Civil Defence Emergency Management **Co-ordinating Executive Groups** in s20 of the *CDEM Act 2002.*

- **Civil Defence Emergency Management Group plan requirements in relation to recovery** in s48 and s49 of the *CDEM Act 2002*.

- **Duties of local authorities** in s64 of the *CDEM Act 2002*.

- **Transition period provisions** in Parts 5A and 5B of the *CDEM Act 2002*.

- **Appointment of Group Recovery Manager and Local Recovery Managers** in s29 and s30 of the *CDEM Act 2002*.

- **Functions of Recovery Managers** in s30A of the *CDEM Act 2002*.

- **Persons authorised to give notice of local transition period** in s25 of the *CDEM Act 2002*.

- Roles & responsibilities of **Lifeline Utility coordination** for CDEM Groups in clause 61 of the *National CDEM Plan 2015*.

- **Transition to recovery** in clause 116 of the *National CDEM Plan 2015*.

- Roles and responsibilities of **national agencies** in Part 5 of the *National CDEM Plan 2015*.

- Part 9 Recovery of the *National CDEM Plan 2015* relating to **recovery objectives, principles, transition from response to recovery, transition periods, recovery activities and exit strategy**.

The *CDEM Act 2002* is not a guide to recovery. It requires local authorities and CDEM Groups to carry out recovery activities and empowers them to do so by allowing flexibility in how recovery is undertaken. This is so that recovery activities can be suited to local needs and can change as best practice develops.

Section 5 Roles, Responsibilities and Functions

This section describes the roles, responsibilities and functions of key agencies, positions and groups in relation to managing a recovery, both pre-emergency and during recovery.

The *CDEM Act 2002*, *National CDEM Plan 2015* and *The Guide to the National CDEM Plan 2015* set out roles and responsibilities of public and private sector agencies and organisations. The roles and responsibilities described in this section must be read in conjunction with these documents.

Past recoveries show that there needs to be clarity and understanding of who does what in recovery. This section provides that clarity. It outlines the roles, responsibilities and functions of The National Emergency Management Agency; CDEM Groups; Coordinating Executive Groups; CDEM Group office; local authorities; local politicians; agencies, NGOs and clusters; community leaders and influencers; individuals and whanau; and the private sector. It also describes the roles, responsibilities and functions of Recovery Managers at the Local, Group and National levels.

Refer to

Figure **3** for more information on the links between roles.

5.1 National Emergency Management Agency

The National Emergency Management Agency provides leadership, strategic guidance, national coordination and the facilitation and promotion of various key activities across the 4Rs of reduction, readiness, response and recovery to achieve the purpose of the *CDEM Act 2002*[34]. The National Emergency Management Agency is responsible for administering the *CDEM Act 2002*.

The National Emergency Management Agency supports the Director CDEM and, if delegated by the Director CDEM, the National Recovery Manager, to carry out recovery activities as required under the *CDEM Act 2002*[35].

Pre-emergency In supporting the Director CDEM pre-emergency, the National Emergency Management Agency's role in recovery involves:

- contributing to the development of research, policy, regulation, frameworks and guidance that facilitate understanding of risk and the 4Rs

- planning for recovery, as well as managing, developing and maintaining appropriate national recovery capability including, where necessary, the appointment of a National Recovery Manager

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[34] *National CDEM Plan 2015* clause22.
[35] *National CDEM Plan 2015* clause24 and clause25.

- delegating functions and powers to key personnel (such as a National Recovery Manager), as appropriate

- supporting agencies and CDEM Groups to undertake their roles and responsibilities

- providing for recovery capability development, and

- monitoring and evaluating recovery preparedness and performance.

During recovery   No matter the scale or complexity of the recovery, the National Emergency Management Agency supports the Director CDEM and, if delegated by the Director CDEM, the National Recovery Manager by:

- supporting CDEM Group recovery activities, and

- reporting to the Minister of Civil Defence and ODESC, as required.

In practice, this means the National Emergency Management Agency provides advice, support and guidance to CDEM Groups and Recovery Managers as needed, sharing lessons from national and international recovery practices.

The National Emergency Management Agency also monitors recovery activities across New Zealand and routinely reports progress and any emerging risks or issues to the Minister of Civil Defence and ODESC if necessary.

This will be done by operational teams in the National Emergency Management Agency where possible.

The National Emergency Management Agency also supports the Director CDEM and, if delegated, the National Recovery Manager by:

- activating and coordinating National-level recovery activities

- issuing National Recovery Action Plans, and

- issuing public information.

For large or complex recoveries or for multiple recoveries, the National Emergency Management Agency may establish a National Recovery Office (NRO) to coordinate national recovery activities. The makeup, structure and size of the NRO will be determined by the nature, scale and complexity of the recovery or recoveries and by the level of national support needed.

For large, complex or nationally significant emergencies an All-of-Government Recovery Group may be activated to monitor, report and coordinate recovery activities across multiple central government agencies involved in the recovery.

5.2 Civil Defence Emergency Management Group (Joint Committee)

Civil Defence Emergency Management Act 2002   The *CDEM Act* 2002 provides several functions to CDEM Groups (s17). CDEM Group functions include the need to plan, organise, coordinate and implement any knowledge, measures or practices to ensure the safety of public and property, and to guard against, prevent, reduce, recover from or

overcome any hazard, harm or loss. In relation to recovery, this function includes:

- maintaining and providing suitably trained and competent personnel, including volunteers, and an appropriate organisational structure

- maintaining and providing materials, services, information and any other resources

- managing the effects of emergencies in a CDEM Group's area

- planning and carrying out recovery activities

- assisting other CDEM Groups when requested

- monitoring and reporting on their compliance with the *CDEM Act 2002*, and

- developing, approving, implementing, monitoring and regularly reviewing the CDEM Group plan including strategic planning for recovery included in the Group Plan.

The CDEM Group functions relate to both pre- and post-emergency recovery activities.

The *CDEM Act 2002* allows the CDEM Group to delegate any of their functions to its members, the Group Controller or any other persons (s18). CDEM Group needs to consider who will fulfil the functions in relation to recovery, both pre-emergency and post-emergency, when a transition period is not in place, and put in place any necessary delegations.

There are a range of actions and decisions that the CDEM Group need to make to meet their responsibilities under the *CDEM Act 2002*.

Pre-emergency   Before an emergency, CDEM Groups need to do the following:

- understand their functions, duties and authority in relation to recovery under the *CDEM Act 2002*, including how they will meet their requirements, who will support them in doing so and ensuring any delegations are in place

- appoint a CDEM Group Recovery Manager, and an alternate (in case there is a vacancy/absences of duty of the CDEM Group Recovery Manager), and ensure they are suitably qualified and experienced[36]. The CDEM Group may also appoint Local Recovery Managers[37]

- ensure they have suitable people available to carry out recovery activities. This means determining who will carry out recovery activities on the CDEM Groups behalf after an emergency if no transition period notice is in place and delegating any functions or duties to carry out recovery activities to these people[38]. These people

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[36] *CDEM Act 2002* s29
[37] *CDEM Act 2002* s30
[38] Refer to *CDEM Act 2002* s18(1)

may be the people appointed as the CDEM Group Recovery Managers under s29 of the *CDEM Act 2002* or someone else

- delegate any functions as appropriate to ensure recovery is adequately prepared for. The delegated person may or may not be the CDEM Group Recovery Manager as appointed under s29 of the *CDEM Act 2002*

- decide and appoint people authorised to give notice of a transition period for the Group's area, in what hierarchy and if there are any limitations on their authority[39]

- agree and understand their governance role before and during a recovery, and identify what information, advice or reporting is needed from the Recovery Manager and/or others during recovery

- ensure strategic planning for recovery[40] is completed and in the CDEM Group Plan, the subsequent work programme delivers against this, and progress is monitored and action taken where needed

- ensure operational recovery planning is undertaken by CDEM Group members.

- ensure on an ongoing basis that those with responsibilities to plan or support recovery activities are suitably trained and competent, and

- understand the needs of other CDEM Groups and agree what support can be offered during recovery (for example one CDEM Group area may be a logical evacuation/accommodation area for a neighbouring CDEM Group area).

During recovery

CDEM Groups have a function to carry out recovery activities. In practice, this means they need to do the following:

- ensure they have suitable people available to carry out recovery activities. Delegate a suitably trained and experienced person (or people) to carry out recovery activities[41]. If a transition period is in place, the Group Recovery Manager (appointed under s29 of the *CDEM Act 2002*) has access to specific functions and powers to help aid these recovery activities. However, if no transition period is in place, the CDEM Group needs to determine who will carry out recovery activities on the Groups behalf (this may be the person appointed as the CDEM Group Recovery Manager under s29 of the *CDEM Act 2002* or someone else)

- determine priorities for recovery and oversee recovery activities to ensure these priorities and the needs of the community are met. This would generally be done in consultation with the affected communities, include specific performance indicators for the desired

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[39] *CDEM Act 2002* s25
[40] Refer to *Legislative requirement for strategic planning for recovery in Section 8.2 and Strategic Planning for Recovery Director's Guideline [20/17]* at www.civildefence.govt.nz for more information on what needs to be considered in strategic planning for recovery.
[41] *CDEM Act 2002* s17(1)(b) and s29

recovery outcomes and regular reporting against the priorities to the CDEM Group

- consider the wider regional or national consequences beyond the geographical area impacted by the emergency and ensure any necessary measures are put in place in their Group area to mitigate the consequences

- ensure recovery activities adapt to the changing needs of the recovery and the community, and

- coordinate funding decisions across the area to meet the wider regional needs.

5.3 Coordinating Executive Group (CEG)

The Coordinating Executive Group (CEG) has an important leadership role in coordinating planning and implementation of work programmes within a CDEM Group. The functions of the CEG include[42]:

- providing advice to the Joint Committee

- implementing, as appropriate, the decisions of the Joint Committee, and

- overseeing the implementation, development, maintenance, monitoring and evaluation of the CDEM Group Plan.

In practice, this means overseeing the annual work programme required to implement the CDEM Group Plan and advising the Joint Committee of, including (but not limited to):

- the adequacy of resources, facilities, information and arrangements to plan for and manage recovery activities, including the level of community engagement in planning

- the associated budget requirements

- progress against the annual business plan and the effectiveness of any actions in achieving defined recovery priorities and objectives stated in the CDEM Group Plan, including strategic planning for recovery activities

- any emerging or actual risks or issues and the necessary mitigation measures needed

- the capability of anyone with direct or delegated responsibilities under the *CDEM Act 2002* under the governance of the CDEM Group, and

- the level of the CDEM Groups compliance with the *CDEM Act 2002* and its associated regulations.

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[42] *CDEM Act 2002* s20(2).

Pre-emergency The CEG provides advice to their CDEM Group on the activities needed to prepare for recovery and implements decisions of the CDEM Group related to pre-emergency recovery planning. Before an emergency, CEGs need to do the following:

- understand their functions, duties and authority in relation to recovery under the *CDEM Act 2002*, including how the CDEM Group will meet their requirements, who will support them in doing so and ensuring any delegations are in place

- agree and understand their governance role before and during a recovery, and identify what information, advice or reporting is needed from the Recovery Manager and/or others during recovery

- ensure operational recovery planning is included and delivered in their councils work programme

- identify collective capability across the Group area and agree arrangements between other CDEM Groups and local authorities. This includes the capability needed to manage recovery activities, recognising that much of the work will be done by local authority staff. This could involve agreeing on Memorandums of Understanding and Service Level Agreements

- ensure on an ongoing basis that those with responsibilities to plan or support recovery activities are suitably trained and competent, and

- understand the needs of other CDEM Groups and agree what support can be offered during recovery (for example one CDEM Group area may be a logical evacuation/accommodation area for a neighbouring CDEM Group area).

During recovery The CEG provides senior executive oversight, management support and advice to the Group Recovery Manager and the CDEM Group during recovery management, including during transition periods. In practice, this means they need to do the following:

- provide suitably trained and competent staff to support the Recovery Manager. This is likely to include staff from across the local authorities

- implement organisational arrangements / a structure for recovery and the associated Recovery Team and office if necessary

- make available information to support the recovery

- ensure recovery activities adapt to the changing needs of the recovery and the community

- make decisions regarding the gradual transition to business-as-usual activities and the disestablishment of the recovery arrangements and Recovery Team/office in a managed and coordinated way, and

- make staff available from across the CDEM Group area to support a recovery in another CDEM Group.

5.4 Recovery Managers

Overview

A Recovery Manager means the National Recovery Manager, a Group Recovery Manager or a Local Recovery Manager and includes any person acting under the authority of the National Recovery Manager, a Group Recovery Manager or a Local Recovery Manager[43].

In relation to Recovery Managers, the *CDEM Act 2002*:

- requires Group Recovery Managers, and Alternate Group Recovery Managers, be appointed

- states that Local Recovery Managers may be appointed

- provides functions to Group Recovery Managers during transition periods

- allows the Director CDEM to delegate specific functions and powers to a National Recovery Manager

- allows the CDEM Group to delegate functions to Group Recovery Managers and Local Recovery Managers, and

- provides powers to all Recovery Managers, no matter their level, during transition periods.

The appointments, functions and powers of different levels of Recovery Managers are summarised in *Table 1*, and this section explains what this means in practice.

The functions and powers provided for Recovery Managers under the *CDEM Act 2002* are only applicable when a notice of transition period is in effect. This section also considers responsibilities when a transition period is not in effect.

Recovery Manager skills

The Recovery Manager role is pivotal and requires advanced leadership skills due to the complexity of managing a diverse recovery programme and the wide range of stakeholder liaison and management required.

Knowledge of the workings of communities, local and central government and the four recovery environments is essential for the role.

Recovery Managers at all levels need to be:

- empathetic and realistic

- consistent in their approach to dealing with people

- strong and assertive — and be comfortable saying no when required

- actively communicating with Councils, Recovery Team members, the recovery environment sector groups and other agencies, and ensuring ongoing communications with communities

- wiling to have straight and honest conversations, especially with senior executives and political representatives, including Mayors and

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[43] *CDEM Act 2002* s4.

Councillors, central Government Ministers and the affected community

- able to manage and navigate strong personalities

- appointed at a senior level that allows recovery matters to be managed with an adequate level of resourcing and urgency

- able to get on the ground and understand what the issues are[44], and

- be proactive and think strategically across all areas of recovery, making links between projects.

Table 1: *CDEM Act 2002* provisions for the appointment, functions and powers of Recovery Managers

Role	Appointment	Functions	Powers
National Recovery Manager	By delegation from Director CDEM under s11A(1), otherwise remains with the Director CDEM	s8(2)(h)	s9(2)(a) and s94H, 94I and 94K - 94N
CDEM Group Recovery Manager & Alternate	CDEM Group *must* appoint under s29(1) and s29(2)	s30A(1) and s30A(2) if CDEM Group delegates any functions	s94H, 94I and 94K - 94N
Local Recovery Manager	CDEM Group *may* appoint under s30(1)	s30(A)(1) if directed to perform functions of CDEM Group Recovery Manager (including those delegated) by CDEM Group	s94H, 94I and 94K - 94N

5.5 National Recovery Manager / Director Civil Defence Emergency Management

National recovery activities[45]

If the Minister of Civil Defence gives notice of a national transition period, the Director CDEM is responsible for coordinating, directing and controlling resources made available for CDEM (s8(2)(h) and 9(2)(a) of the *CDEM Act 2002*). The National Emergency Management Agency supports the Director CDEM to do this, but the Director CDEM may also delegate certain functions and powers to the National Recovery Manager, in s8(2)(h) and s9(2)(a) of

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[44] Morris, B. 2015. *Learning from Regional Recovery Events: A Practical Guide for Territorial Authorities and Local Recovery Managers*, 15. https://www.civildefence.govt.nz/assets/Uploads/CDEM-Resilience-Fund/Learning-from-regional-recovery-events.pdf
[45] *National CDEM Plan 2015* clause156.

the *CDEM Act 2002*, for the purposes of dealing with a national transition period and, where necessary, establish a National Recovery Office.

These functions and powers available to the Director CDEM (and the National Recovery Manager if a delegation is in place) are, during a national transition period, to:

- direct and control for the purposes of the Act the resources available for CDEM (s8(2)(h) *CDEM Act 2002*), and

- coordinate the use of and use for the purposes of the Act, personnel, material, information, services and any other resources made available by departments, CDEM Groups, emergency services, New Zealand Defence Force (as provided in the *Defence Act 1990*) and other persons (s9(2)(a) *CDEM Act 2002*).

While the delegation is in force, the delegated person is the National Recovery Manager and has all the powers of the National Recovery Manager in the *CDEM Act 2002*. If no delegation has been made under the *CDEM Act 2002*, the Director CDEM is the National Recovery Manager.

In a large-scale recovery, the Government may establish an agency to manage and coordinate the Government's interest in the recovery. This agency will partner with the affected local authorities and CDEM Groups and may be given specific roles, responsibilities and powers.

In smaller scale recoveries, where the scale of coordination is beyond the resources of the CDEM Group or the consequences of the emergency are nationally significant, the Director CDEM may coordinate national recovery activities through a National Recovery Manager and, where necessary, a National Recovery Office.

Role during a national recovery transition period

In addition to the functions and powers provided by the *CDEM Act 2002*, the role of the National Recovery Manager is set out in clause 156 of the *National CDEM Plan 2015*. The National Recovery Manager:

- coordinates the establishment of, and planning for, recovery activity in the short, medium, and long term

- implements appropriate reporting and tracking mechanisms

- activates and coordinates the agencies involved in recovery

- chairs and coordinates meetings of representatives from recovery environment sector groups

- assists with the provision of advice to the Minister and to Cabinet on recovery activities, as required

- works with the National Controller and the Public Information Manager to ensure a smooth transition between response and recovery

- coordinates the recovery activity of the relevant CDEM Groups, lifeline utilities, agencies, and international assistance following the transition from response to recovery and during the short, medium, and long term

- if necessary, establishes a National Recovery Office to ensure that recovery activity is co-ordinated and the recovery function is implemented

- liaises with CDEM Group Recovery Managers

- determines and prioritises major areas of recovery

- develops recovery policies

- develops a national recovery plan and national action plan, to establish time frames for the implementation of recovery activities

- coordinates advice on government assistance, and

- provides national-level co-ordination of public information related to recovery.

5.6 Group Recovery Manager

Pre-emergency   CDEM Group Recovery Managers appointed under s29 of the *CDEM Act 2002* must perform any functions or duties delegated to them by the CDEM Group or conferred on them by the *CDEM Act 2002* or any other enactment, and may exercise any power conferred on them by delegation under the *CDEM Act 2002*[46].

During readiness, it is recommended CDEM Groups delegate their function to plan for recovery activities to either the Group Recovery Manager (as appointed under s29 of the *CDEM Act 2002*) or to another suitably qualified and experienced person (for example, the recovery portfolio holder)[47].

In delivering this function, the readiness activities include the following.

- Planning

  ○ providing advice and assistance on planning and preparation activities to Local Recovery Managers (if appointed) and other agencies with potential recovery roles

  ○ helping ensure that arrangements and procedures for local and CDEM Group-level recovery are in place, are being put in place or are being improved

  ○ planning with other CDEM roles, CIMS functions and local authority teams on how recovery will be supported and managed and the move from response to recovery will be managed

  ○ establishing recovery environment sector groups and appointing recovery environment sector group Chairs, and

  ○ actively encouraging and driving strategic planning for recovery and participating in this planning.

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[46] *CDEM Act 2002* s30A(2).
[47] Refer to *CDEM Act 2002* s18(1)

- Developing recovery capability
  - determining recovery capability needs across the CDEM Group area
  - ensuring capability is grown through training courses, on-the-job learning and assessment, and wider development programmes
  - participating in workshops, forums and conferences
  - collaborating within and across CDEM Groups and agencies
  - assisting with building and maintaining relationships with and among local- and regional-level agencies, organisations and stakeholders, and
  - working with CDEM Group personnel and the CEG to elevate the status of recovery at the governance level.
- Exercising and testing
  - exercising and testing recovery arrangements to evaluate capability, identify gaps and issues, practice roles and responsibilities and implement lessons learned to continually improve recovery preparedness.
- Monitoring, evaluation and reporting
  - monitoring and reporting to the CEG and the Joint Committee on the capacity and capability across the CDEM Group in meeting their legislative requirements in relation to recovery
  - establishing an effective recovery monitoring framework to monitor recovery preparedness and actual recovery progress
  - regularly reporting to the CEG and the Joint Committee on progress and outcomes, and
  - ensuring lessons from post-recovery debriefs and/or reviews are incorporated into recovery arrangements.
- Public education and community engagement
  - ensuring local authorities engage with their communities to understand the likely consequences from specific emergencies, and the communities' recovery priorities
  - supporting local authorities with education programmes to build public awareness of the likely consequences of emergencies and how to prepare for recovery
  - working with regional and/or local-level decision-makers and leaders to enhance their understanding of recovery and to promote the importance of recovery, and
  - engaging and building relationships with iwi.

Refer to *Section 8* for detailed activities.

During response   Refer to *Sections 10.3* and *10.4* for guidance on what a Recovery Manager, if delegated authority by the CDEM Group, should do during response.

During recovery

Group Recovery Managers and Local Recovery Managers are responsible for managing recovery at their respective levels and areas of appointment during transition periods (refer to *Section 6* for more information on responsibilities across the national recovery framework). During transition periods, Group Recovery Managers and Local Recovery Managers must:

> …direct and co-ordinate the use of the personnel, material, information, services, and other resources made available by departments, Civil Defence Emergency Management Groups, and other persons for the purpose of carrying out recovery activities.[48]

During recovery management (whether a transition period is in place or not), the responsibilities of CDEM Group Recovery Managers are to[49]:

- perform any functions or duties delegated to them by the CDEM Group or conferred on them by the *CDEM Act 2002* or any other enactment, and may exercise any power conferred on the them by delegation under the *CDEM Act 2002*[50]

- undertake planning, and manage, direct and coordinate activities throughout recovery and, if necessary, establish a CDEM Group Recovery Team and office to manage the Recovery function

- oversee and maintain an awareness of ongoing impacts and needs assessment, and review recovery activities and priorities according to information gathered

- liaise with, and adequately brief, the National Recovery Manager (where delegated) or the National Emergency Management Agency and, at the local level, a Local Recovery Manager or Managers, where these are appointed by the CDEM Group

- lead the development of the CDEM Group (emergency-specific) Recovery Plan to establish timeframes for recovery activities[51]

- facilitate communication between agencies and organisations undertaking recovery activities

- ensure there are appropriate reporting and tracking mechanisms and monitor the progress of recovery against the objectives and arrangements identified in the CDEM Group Recovery Plan

- Report recovery progress and risks to governance, including the CDEM Group (Joint Committee) and CEG

- coordinate recovery activities of the relevant recovery environment sector groups/programmes, territorial authorities, lifeline utilities and agencies

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[48] *CDEM Act 2002* s30A(1).
[49] Built on the *Guide to the National CDEM Plan 2015* clause32
[50] *CDEM Act 2002* s30A(2).
[51] Refer to *Section 8.3*

- work alongside Local Recovery Managers to determine and prioritise major areas of recovery, and coordinate advice on regional assistance

- provide regional coordination of public information related to recovery

- ensure that, where possible, new measures are undertaken to reduce risks, and

- work with the Recovery Team, recovery environment sector group/programme representatives, communities, and local authorities to develop a recovery Exit Strategy, and oversee the implementation of recovery exit arrangements to ensure that communities continue to receive the support they need.

More information

More information on the responsibilities of CDEM Group Recovery Managers during a transition period, including on taking direction from the National Recovery Manger and reporting after transition periods is in the following documents at www.civildefence.govt.nz.

- *Factsheet: Local Transition Periods*

- *Factsheet: Powers of a Recovery Manager during transition*

- *Factsheet: Reporting on use of powers during a transition period*

Acting as Local Recovery Manager

A CDEM Group may appoint a suitably qualified and experienced person or persons to perform the function of a Local Recovery Manager. Where a Local Recovery Manager is not delegated authority by the CDEM Group, a CDEM Group Recovery Manager, with support from the affected Council, may fulfil the role.

5.7 Local Recovery Manager

Pre-emergency

During readiness, the Local Recovery Manager should:

- understand their role, responsibilities and powers available during a transition period

- help build relationships with (and among) community leaders, groups and local agencies and stakeholders

- ensure that arrangements and procedures for community and local recovery are in place, are being put in place or are being improved

- work with local decision-makers, leaders, Council and senior executives to enhance their understanding of recovery and the potential impacts of recovery management on the Council, and promote the importance and elevate the status of recovery

- work with other Local Recovery Managers and the CDEM Group Recovery Manager on planning (including strategic planning for recovery) and other preparation activities in the local or CDEM Group area, and

- contribute to and champion territorial authority strategic planning for recovery.

During response   Refer to *Sections 10.3* and *10.4* for guidance on what a Recovery Manager, if delegated authority by the CDEM Group, should do during response.

During recovery   Group Recovery Managers and Local Recovery Managers are responsible for managing recovery at their respective levels and areas of appointment during transition periods (refer to *Section 6* for more information on responsibilities across the national recovery framework). During transition periods, Group Recovery Managers and Local Recovery Managers must:

> …direct and co-ordinate the use of the personnel, material, information, services, and other resources made available by departments, Civil Defence Emergency Management Groups, and other persons for the purpose of carrying out recovery activities.[52]

During recovery management (whether a transition period is in place or not), the responsibilities of Local Recover Managers are to:

- lead the development of a local recovery action plan, ensuring that recovery environment sector group and community input is sought and provided

- lead, facilitate and enable community engagement

- be the primary interface with territorial authority management and governance functions

- be responsible and accountable for financial processes, arrangements and budgets

- coordinate the ongoing activity of local recovery environment sector groups/programmes

- oversee or maintain an awareness of continued local impacts and needs assessment, and review recovery activities and priorities

- facilitate communication between community leaders, groups and organisations

- work with staff of centres for community recovery, if activated, to ensure that recovery-related services and information are available to the public

- liaise with other Local Recovery Managers and ensure information flows / is reported to the CDEM Group Recovery Manager

- liaise with, and adequately brief, the National Recovery Manager, where delegated, or the National Emergency Management Agency and the CDEM Group Recovery Manager

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[52] *CDEM Act 2002* s30A(1).

- monitor the progress of recovery against the objectives and arrangements identified in the local recovery action plan, and

- work with the Recovery Team, recovery environment sector group/programme representatives, communities and the local authority to develop a recovery Exit Strategy, and oversee the implementation of local recovery exit arrangements to ensure that communities continue to receive the support they need.

Local Recovery Managers should regularly communicate with Council leadership and staff, and engage the whole council in recovery. This will help to ensure that:

- an appropriate level of resources are applied to recovery

- there is no 'drop-off' of interest and awareness of the event, and

- recovery staff are adequately supported.

Council and senior executive awareness usually leads to greater organisational support for recovery management.

Following direction during a local transition notice

During a local transition period, the Local Recovery Manager may perform any of the functions and duties of, or delegated to, the Group Recovery Manager. The Local Recovery Manager may also exercise the powers of the Group Recovery Manager in the area the Group Recovery Manager is appointed[53].

A Local Recovery Manager must follow any directions given by the Group Recovery Manager during a transition period[54].

The Minister of Civil Defence may also direct the CDEM Group, Director CDEM or a person — notably a Recovery Manager or constable — to perform or cease to perform any functions or duties or exercise powers during a transition period[55].

5.8 Civil Defence Emergency Management Group Office / Civil Defence Emergency Management staff

Group Emergency Management Offices (GEMOs), where established, or CDEM staff embedded in territorial authorities, support and/or manage the delivery of strategy and work programmes on behalf of the CDEM Group (Joint Committee) and the CEG. They usually coordinate day-to-day planning and project work prior to emergencies, and respond to advisories, warnings and emergency events as required. The involvement of GEMOs in recovery varies according to the delegations of each CDEM Group, and may include the pre- and post-emergency roles.

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[53] *CDEM Act 2002* s30(1)
[54] *CDEM Act 2002* s30(2)
[55] *CDEM Act 2002* s94J

Pre-emergency

Pre-emergency, as required by the CDEM Group, GEMOs and CDEM staff may:

- coordinate, manage and facilitate recovery planning and preparation activities

- provide recovery advice and assistance to Recovery Managers, local authorities, support agencies and recovery project teams

- assist with building and maintaining relationships with stakeholders who have roles in recovery management, and

- work with Recovery Managers and the CEG to raise awareness of recovery among stakeholders.

During recovery

During recovery, as required by the CDEM Group, GEMOs and CDEM staff may:

- support the Group Recovery Manager in recovery planning and coordination activities

- establish a CDEM Group Recovery Team, including leadership of functions and support staff, as required

- support the development of the CDEM Group recovery action plan, and monitoring and reporting of progress, and

- support and advise Local Recovery Managers, as required.

5.9 Local authorities

As members of a CDEM Group, individual local authorities have the same functions as the CDEM Group to '*plan and carry out recovery activities*'[56].

Local authorities must also ensure they are able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency[57]. Recovery activities needed to support communities after an emergency rely heavily on a local authority's core business. For example, housing, infrastructure, funding, land use, community engagement and community development. These will significantly impact on local authorities and need to be prepared for.

Local authorities need to understand the likely impacts on their core business and plan accordingly. They must ensure they have the capability, arrangements and protocols (this may be in the form of Service Level Agreements between CDEM Groups and territorial authorities) in place for recovery, and that they have a business continuity plan to ensure their core business is able to function following an emergency, taking into account the additional recovery activities.

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[56] *CDEM Act 2002* s17(1)(e).
[57] *CDEM Act 2002* s64.

Other roles of particular relevance to recovery include the roles of territorial authorities as lifelines utilities owners and operators, and the responsibilities of all local authorities for strategic planning for recovery as members of CDEM Groups.

Territorial authorities (city and district councils)

Territorial authorities are at the forefront of recovery delivery and coordination. Territorial authorities represent their communities and are almost always the first port of call for communities in need.

The roles of territorial authorities in recovery are to:

- lead, promote and champion city-/district-wide investment in resilience including tackling gaps in hazard risk management policy, pursuing resilient urban development, increasing infrastructure resilience, safeguarding natural buffers, strengthening financial and societal capacity and investing in organisational resilience[58]

- lead and manage pre- and post-emergency recovery activities at the local level to bring about regeneration and enhancement of communities

- prepare for recovery prior to emergencies by ensuring that appropriate people, structures, planning and resources are not just fit-for-purpose but future-ready and adaptable, and

- provide a coordination point for recovery management at the local level; support for a Local Recovery Manager, if appointed; and a Local Recovery Team, if required, including managing recovery claims and Mayoral Funds.

Regional councils

Regional councils have an important role to play in supporting recovery preparation and management, often as a part of recovery arrangements at the CDEM Group level.

The roles of regional councils in recovery, depending on CDEM Group requirements and delegation, are to:

- provide support to CDEM Groups and/or territorial authorities in preparing for and managing recovery — this may be through the provision of staff to boost capacity or specialised skills — and plan and carry out specific recovery activities in relation to the regional councils business-as-usual functions, and

- contribute to regional recovery management by providing agreed services to other CDEM Groups, territorial authorities and communities, as required.

Unitary authorities

Unitary authorities have the responsibilities of both territorial authorities and regional councils.

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[58] National Emergency Management Agency. 2019. *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā.*

5.10 Local politicians (Mayors, Councillors and Regional Council Chairs)

Pre-emergency

As members of a CDEM Group, Mayors have functions under the *CDEM Act 2002* to plan for and carry out recovery activities. In planning for recovery, they need to:

- ensure sufficient resources are made available to enable coordinated recovery planning and implementation

- ensure they understand their role and responsibilities under the *CDEM Act 2002* with respect to recovery, and how to undertake their role in accordance with the legislation

- ensure they understand the hazards and risks within their area, including the risk management measures in place to enable them to make informed decisions

- understand their communities, and build trusted relationships within their communities to ensure they are well connected and able to represent them and support them should the need arise, and

- build relationships with leaders in their area across the private sector, lifeline utilities, iwi and government agencies.

During recovery

Governance leadership sets the whole tone and approach towards recovery management, and this shapes how recovery activities are managed to support communities. Experience from recoveries show that the following factors will greatly enhance recovery effectiveness:

- highly engaged Mayors are the public 'face and voice' of recovery and are the primary political link between local authorities and communities

- mayors play an oversight role by understanding issues first, and providing linkages and liaison with local and central Government, and

- councillors, Chairs and Community Board members understand their roles and responsibilities during recovery, and actively support recovery. Active involvement of Councillors and Community Boards in recovery will allow community leaders or champions to step forward and utilise existing community networks and strengths.

In supporting their communities following an emergency, Mayors, Councillors and Chairs will:

- attend briefings with the Recovery Manager during response and recovery on recovery matters to keep up to date on the situation

- attend and participate in community meetings to provide information and support to affected communities

- the Mayor or person designated to act on their behalf will act as spokesperson, providing information or statements to the media and Government officials on recovery activities

- communicate information to the affected communities, and act as a conduit between the communities and the Recovery Team, ensuring their issues, needs and concerns are raised and acted upon, and

- advocate to central government and the private sector for support, where necessary.

CDEM Group Plans identify persons who are appointed and otherwise authorised to give, extend or terminate a notice of a local transition period under the *CDEM Act 2002*[59]. The Mayor of a territorial authority, or an elected member of that territorial authority designated to act on behalf of the mayor if the mayor is absent need to understand the legal tests that must be met in order to do so, and familiarise themselves with the related guidance and forms that must be used.

Factsheet: Local transition periods and Quick Guide: Giving notice of a transition period are available at www.civildefence.govt.nz.

The forms for giving, extending or terminating a local transition period are in Schedule 2 of the CDEM Regulations 2003, available at www.civildefence.govt.nz.

5.11 Agencies, non-government organisations or clusters

Many agencies[60], non-government organisations or clusters[61] have roles to play in CDEM, including during recovery management. A comprehensive list of agencies, non-government organisations or clusters with roles and responsibilities in CDEM is provided in Appendix 3 of *The Guide to the National CDEM Plan 2015*.

Additional information on the roles and support that central government can provide during recovery can be found at www.civildefence.govt.nz.

5.12 Community leaders and influencers

Pre-emergency

The role community leaders and influencers have prior to an emergency is similar to aspects of the roles of Mayors and Councillors. Community leaders have a role to play in:

- understanding their communities, and building trusted relationships within their communities, to ensure they (community leaders and influencers) are well connected and able to represent and support their communities should the need arise

- raising the awareness and understanding of hazards and recovery in their communities

- building relationships with other leaders in their community, including across the private sector and with iwi and local authorities, and

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[59] *CDEM Act 2002* s25(5).
[60] Agency means a government or non-government organisation or entity (other than a CDEM Group) with responsibilities under the *National CDEM Plan 2015*
[61] Cluster means a group of agencies that interact to achieve common CDEM outcomes.

- contributing to shaping their community's visions and values by participating in community planning with their local authorities, iwi or community groups, and encouraging others in the community to do the same.

Recovery Managers and leaders should build relationships with community leaders and influencers before an emergency to ensure they are included during recovery.

During recovery   Following an emergency, new community leaders and influencers are likely to emerge. Some will self-identify as community leaders, some will be put forward as leaders by their community, and some communities may have several (sometimes conflicting) leaders present themselves.

In practice, community leaders and influencers will support their communities following an emergency. This may include:

- liaising with the Recovery Manager to inform them about the consequences for the community and the recovery progress

- attending and participating in community meetings and events, sometimes as a community spokesperson, to provide information and support to affected communities

- communicating information to the affected community and acting as a conduit between the community and the Recovery Team, ensuring community issues, needs and concerns are raised and acted upon, and

- advocating for support, where necessary.

5.13 Individuals and whānau

Pre-emergency   Prior to an emergency, individuals and whānau have a role in improving their own resilience and preparedness. This may include:

- understanding their risks

- reducing their risk factors, which could include insuring personal assets

- preparing family/whānau emergency plans

- helping to shape their community's vision and values and identifying collective resources by participating in community planning with their local authorities, iwi or community groups, and

- participating in community response and recovery planning.

During recovery   Recovery management is not possible without community involvement. Communities and individuals spontaneously begin their own recovery activities from the start of an emergency. During recovery, individuals and whānau may:

- participate in recovery planning, including contributing to the development of recovery objectives and priorities

- participate in the delivery of recovery activities

- lead community recovery activities/projects

- support friends, whānau and neighbours to recover

- make financial transactions to support economic recovery of a community, and

- rebuild personal assets/property.

5.14 Private Sector

Pre-emergency[62]   Pre-emergency private sector organisations and businesses can do the following.

- Understand their risks and invest in resilience

    ○ make resilience a strategic objective and embed it in appropriate actions, plans and strategies. The continuity of their business, and the wellbeing of the people who rely on their products/services, depends on it. They need to include all aspects of their businesses, including employees, customers, suppliers and distribution channels, assets, information and any other factors influencing an organisation's prosperity or survival. Developing an understanding of all risks and associated consequences, will enable organisations to identify the appropriate actions to reduce risk and prepare for recovery.

- Learn about and plan for recovery

    ○ take a holistic view of the likely consequences so that organisations understand the critical functions and actions that will be needed, and plan accordingly. The act of planning will allow roles to be clearly established; inform employees, suppliers and customers of steps the business will take to recover; and place organisations in a stronger and more agile position.

- Invest in organisational resilience and recovery arrangements

    ○ ensure plans are sufficiently practiced so organisations can be more agile and confident in managing their risks and are able to adapt to unforeseen circumstances. Practicing plans can identify gaps in arrangements and allow for corrective actions to be taken to further strengthen recovery preparedness.

- Collaborate with others and build networks

    ○ organisations need to build broad networks with other organisations, central and local government and NGOs with similar objectives for risk, resilience and recovery. They need to

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[62] Adapted from Resilient New Zealand. Contributing More – Improving the Role of Business in Recovery.

identify contributions they can make to community recovery and support other organisations to do the same.

During recovery

The private sector plays an important role in recovery. It supports:

- recovery activities by providing goods and services and specialist expertise

- social recovery by providing employment and a sense of normality to employees

- economic recovery by enabling, encouraging or making economic transactions

- built recovery by rebuilding infrastructure that has been damaged, and

- natural recovery by regenerating and enhancing land that has been damaged.

Section 6 Recovery Framework

This section describes the national recovery framework in New Zealand emphasising the flexibility and scalability of the framework. It describes the strategic and operational responsibilities, at a local, CDEM Group and National level to manage, coordinate and deliver recovery activities. It also explains the factors that determine the role CDEM Group and National level take to support community recovery. Recovery environment sector groups are explained including their purpose, formation and activation.

The recovery framework should be applied for emergencies where the National Emergency Management Agency or CDEM Groups / local authorities are:

- the lead agency, or
- supporting another lead agency.

6.1 The National Recovery Framework

The National Recovery Framework describes the arrangements for managing recovery at the Local, CDEM Group and National level and is illustrated in Figure 3.

Figure 3 shows the common arrangements, connections and interactions between the three levels of government and the community. These interactions (note these are not reporting lines) are shown by the solid blue arrows, while the graduated horizontal blue arrows show responsibilities that vary depending on the scale and specific circumstances. Note not all levels of the framework might be active for any given recovery.

Cabinet External Relations and Security Committee

Minister of Civil Defence

Officials' Committee for Domestic and External Security Coordination (ODESC)

National

Director CDEM / National Recovery Manager

Managing, Co-ordinating, Delivering

Monitoring, Advising and Reporting

CDEM Group / Local Governance

CDEM Group

CDEM Group Recovery Manager

Local

Local Recovery Manager

Communities

Figure 3: The national recovery framework

Flexibility and Scalability

All levels of the framework — from community to Government — have a role in recovery, no matter the scale of the emergency.

The role of each level varies depending on factors specific to the circumstances. These include:

- complexity of the consequences of the emergency
- the geographical extent and nature of the consequences
- whether there are multiple recoveries across a local area/region/country
- the indirect regional or national consequences (for example national economic impacts from interrupted tourism)
- the capacity and capability to manage and/or coordinate recovery activities
- the knowledge and experience of key recovery personnel
- the strength of relationships
- political risks or interests, and
- funding streams.

These factors require a recovery framework that is flexible and scalable.

Responsibilities across the framework

The key responsibilities across the framework are:

- monitoring, advising and reporting, and
- managing, coordinating and delivering activites to support the community.

The extent to which each level (Local, CDEM Group and National) activates these responsibilities for a specific recovery will depend on the factors outlined above. For example, for a smaller, local-scale emergency, the local level will manage, coordinate and deliver recovery activities, but because of their capacity, the CDEM Group may provide additional support by managing or coordinating a particular activity and monitoring and advising on others. The National level will also have a role in monitoring and in reporting to the Minister of Civil Defence, and may provide advice and guidance to the local level where necessary. This scalability of responsiblities is represented in

Figure **3** by the sliding red/green, which shows that individual levels may move between managing, coordinating and delivering, and monitoring, advising and reporting.

For any recovery, there are strategic and operational responsibilities that need to be defined and established across the levels to manage, coordinate and deliver the recovery activities needed to support the community. Some of these responsibilities sit at all levels in the framework, some sit at local level and some can only be fulfilled by central government. Refer to *Section 6.4* for examples.

Strategic responsibilities

Strategic responsibilities across the framework include:

- setting, and reviewing, the strategic vision, objectives, outcomes and priorities for recovery
- directing the development of strategic plans and reviewing and approving these plans
- establishing governance and decision-making groups
- directing and compelling actions to be taken
- having public-facing leadership, strategic coordination of communications and political engagement
- coordinating funding disbursement, audit and accountability at a high level
- making decisions on reconstruction and design
- making decisions on land remediation and hazard risk mitigation
- managing significant existing, new and cascading risks and intervening when needed
- directing Exit Strategy development, review and approval, and
- influencing change to increase recovery preparedness and commissioning recovery reviews.

Operational responsibilities

Operational responsibilities across the framework include the following.

- **Coordination**
  - establishing and coordinating operational governance arrangements
  - determining operating principles to guide how recovery activities are managed, coordinated and delivered
  - coordinating recovery activities, the core recovery team, community hubs and navigators, and
  - coordinating volunteers.
- **Planning**
  - developing, implementing, reviewing and updating the Recovery Plan
  - developing and implementing a monitoring and evaluation framework for the specific recovery
  - planning and managing programmes across recovery projects
  - project planning
  - developing and implementing an Exit Strategy, and
  - facilitating community planning.
- **Funding**
  - controlling special funding policy and establishing priorities

- managing contracts, procurement and purchases
- mobilising funding resources and logistics
- liaising with insurers
- managing claims
- managing donations, and
- disbursing relief funds.

- **Information management**
  - directing the provision of information
  - analysing information to inform decision-making and priorities
  - commissioning reviews, reports and investigations
  - implementing processes to examine, record and maintain information management systems or databases
  - coordinating information gathering, including impact and needs assessments, and
  - ensuring information systems enable real-time reporting.

- **Engagement and liaison**
  - developing and implementing an engagement strategy and plan
  - determining the most appropriate engagement approach, channels and methodologies
  - undertaking community engagement, and
  - developing community recovery plans where appropriate.

- **Communications**
  - undertaking communications needs assessment
  - identifying relationships and responsibilities for maintaining them, and
  - developing and implementing a coordinated communications strategy and plan.

- **Monitoring and evaluation**
  - establishing an evaluation approach, including key performance indicators and processes for data collection and analysis
  - monitoring and evaluating performance indicators to evaluate progress and identify emerging risks and issues, and
  - reporting on progress against recovery outcomes and advising on risks and issues, including any mitigation that may be needed.

Common responsibilities

There are common responsibilities that sit across all levels of the framework, including:

- relationship management
- reporting

- risk identification and management

- corporate functions, e.g. IT, HR and finance

- reviewing outcomes and practices to inform future recovery preparedness, and

- advising on and sharing practices to foster a learning culture.

Scalability of the National Recovery Framework

The framework depicted in

Figure **3** is the full extent of the National Recovery Framework, showing all levels within it. For the majority of recoveries in New Zealand, only the Local level will be fully activated. Various regional and national components can be established when needed to support local recovery.

Within the National Recovery Framework, a programme approach is taken with recovery projects.

Real world examples

For the recovery from the flooding in Rotorua in 2018, the CDEM Group Recovery Manager supported and advised the Local Recovery Manager on recovery practices, and monitored the provision of services and support. Given the CDEM Group structure, the Ministry of Civil Defence & Emergency Management (MCDEM)[63] interacted with both the Local Recovery Manager and the CDEM Group Recovery Manager to provide guidance and to monitor the provision of services and support.

For the Tasman Fires in 2019, MCDEM interacted directly with both the CDEM Group and Local Recovery Managers who worked as a collective. MCDEM had a monitoring, advising and reporting role for this recovery.

In the November 2016 earthquake and tsunami, the National Recovery Manager and National Recovery Office, established by MCDEM, interacted directly with affected local authorities due to the regional and national consequences caused by damage to State Highway 1 and the Main North Rail Line, political interest and the geographic extent of consequences. The National Recovery Office had a managing, coordinating role for some elements of the recovery.

6.2 At the local level

Key role

Recovery at the local level focuses on working alongside and supporting individuals, communities and groups. It also involves coordinating activities across local-level agencies and organisations involved in the recovery.

The key recovery role at this level is the Local Recovery Manager, who manages, coordinates, monitors and reports at the local level. The Local Recovery Manager is appointed by the CDEM group and will work with local and regional stakeholders and coordinate across local recovery programmes

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[63] In December 2019 the Ministry of Civil Defence & Emergency Management (MCDEM) was replaced by the National Emergency Management Agency.

and recovery environment sector groups. Refer to _Section 5.7_ for more information on a Local Recovery Manager's relationship with their Group Recovery Manager.

Responsibilities

No matter the scale or scope of recovery activities, the local level will always be active to some degree following an emergency. Responsibilities at the local level will span the strategic and operational responsibilities outlined in _Section 6.1_, depending on the specific circumstances.

Dependent on the factors outlined under _Flexibility and Scalability_ in _Section 6.1_, recovery activities may be delivered by business-as-usual local authority teams and overseen by the Local Recovery Manager. However, for more complex or significant recoveries, a dedicated Local Recovery Team may need to be established. See _Section 12.4_ for further guidance on deciding the most appropriate approach.

6.3 At the CDEM Group level

Key role

At the CDEM Group level, the focus is on supporting and, where necessary, coordinating local-level recovery.

The key recovery role at this level is the CDEM Group Recovery Manager, who supports and provides advice or direction to the Local Recovery Manager or Managers. The CDEM Group Recovery Manager also works with and coordinates across regional-level recovery programmes and recovery environment sector groups.

Refer to _Section 5.6_ for more information on a CDEM Group Recovery Manager's relationship with the National Recovery Manager.

Monitoring, advising and reporting

No matter the scale of the recovery, the CDEM Group Recovery Manager, with support from across the CDEM Group, will:

- advise the Local Recovery Manager on relevant legislative provisions, recovery arrangements within the CDEM Group area and any other recovery matters

- provide for additional resources as required by the Local Recovery Team

- facilitate connections and coordinate where necessary with agencies, organisations and other recovery stakeholders

- advise on recovery practices, sharing relevant regional lessons learned

- monitor recovery progress and any emerging risks or issues pertaining to the recovery, and advise the Local Recovery Manager and CDEM Group accordingly, and

- report progress to the National Emergency Management Agency, including any risks or issues.

Management, coordination and delivery

The CDEM Group may take responsibility for aspects of the strategic or operational recovery responsibilities depending on the factors outlined in *Section 6.1*. This will particularly be the case when:

- more than one local authority area is impacted
- the local authority does not have sufficient capacity or capability
- the local authority is a unitary authority
- there have been multiple emergencies across the region from different events
- there are regional implications or risks arising from the emergency that need to be managed, or
- there are national implications.

In taking responsibility, the CDEM Group will coordinate across local authorities and work with nationally and regionally based agencies and organisations involved in the recovery.

They may also need to manage certain recovery activities at a regional level to ensure consistency and equity of services and support across the region.

6.4 At the National level

Key role

At the National level, the focus is on supporting recovery by advising and monitoring and, when necessary, coordinating recovery activities at a national level, and managing and delivering responsibilities that can only be done by central government to support recovery.

The key recovery role at the National level is either the:

- Director CDEM, or
- National Recovery Manager, if delegated by the Director CDEM.

Monitoring, advising and reporting

No matter the scale of the recovery, the Director CDEM (or National Recovery Manager if delegated), with the support from the National Emergency Management Agency operational teams, will:

- advise the CDEM Group Recovery Manager and the Local Recovery Manager on any recovery matters, as required
- advise on recovery practices, sharing relevant national or international lessons learned
- monitor the provision of services and support being provided across central government agencies to ensure the needs of the community are met, and
- monitor the progress and effectiveness of recovery activities, identify any emerging risks or issues, and report to the Minster of Civil Defence accordingly (and support the Officials' Committee for Domestic and External Security Coordination (ODESC), as required).

Management, coordination and delivery	Depending on the scale and consequences of an emergency, for example where the emergency is of a larger scale or there are nationally significant consequences[64], the focus at the National level may be on:

- coordinating recovery activities across central government agencies, National-level recovery programmes and recovery environment sector groups where necessary

- providing support to the CDEM Group or local authority, as necessary or requested, or

- managing and delivering any responsibilities that can only be done by central government to support the recovery.

Where the scale or consequences of the emergency, or where there are multiple recoveries across the country that collectively need national level management or coordination, the Minister of Civil Defence may decide to either:

- establish a National Recovery Office, i.e. a dedicated National Recovery Team, or

- establish a national agency (as provided for in the *National CDEM Plan 2015*) to manage and coordinate the central government's interests in the recovery.

The National Recovery Office or a national agency will act in partnership with the affected local authorities and CDEM Groups and may be given specific roles, responsibilities and powers[65].

Central Government responsibilities	There are a range of responsibilities, or functions, that only central government are able to deliver, including:

- supporting Ministerial oversight and reporting to Parliament

- determining the need for providing Government financial support and overseeing expenditure

- advising on new Government policy or revising existing policy, including revising legislation or regulations

- advising on appointments to national reference groups and establishing new national institutional structures to facilitate recovery

- coordinating state sector agencies' recovery activities

- enforcing aspects of regulation and addressing non-performance of statutory roles

- receiving and considering offers of assistance from foreign governments, and

- managing claims for response- and recovery-related costs incurred by a local authority.

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[64] Refer to *National recovery activities* in <u>*Section 5.5*</u> for more information
[65] *National CDEM Plan 2015* clause156(3).

| **Interactions across the framework** | As well as interacting with the Minister of Civil Defence and ODESC, the National level may interact with both the CDEM Group and the Local level within the framework. The factors listed in *Section 6.1* will influence these interactions and inform whether there is a direct interaction between the National and CDEM Group level or whether interaction with the Local level is through and along the CDEM Group level. |

Similar to the factors that influence the role of the CDEM Group, the National level may interact directly with the local level when:

- the CDEM Group does not have sufficient capability or capacity

- the local authority is a unitary authority

- there are multiple emergencies across the country requiring national distribution and equity of resources to be considered, or

- there are national, international, political or reputational implications or risks arising from the emergency that need to be managed.

| **Real world example** | An example of this was the November 2016 earthquake and tsunami where the National level was interacting directly with the local level as the National level coordinated and supported nationally significant transport activities. |

6.5 Recovery environment sector groups

| **Recovery environment sector groups** | At an operational level, the National Recovery Framework is applied through the recovery environment sector groups (*Figure 4*). While the recovery environments (see *Section 7*) are a means of understanding communities and categorising recovery needs, **recovery environment sector groups are the structures through which agencies, organisations and groups involved in recovery activities are organised and coordinated**. |

A recovery environment sector group is a collective of agencies and organisations that focuses on a particular aspect of recovery. Recovery environment sector groups are primarily based on the four recovery environments.

Recovery environment sector groups report to the Recovery Manager at the level they are operating, i.e. local recovery environment sector groups report to the Local Recovery Manager, whereas CDEM Group recovery environment sector groups report to the CDEM Group Recovery Manager,

Recovery environment sector groups are similar to clusters, as described in section 7 of *The Guide to the CDEM Plan 2015,* and have similar objectives and principles. They may also incorporate currently formed clusters listed in *The Guide to the CDEM Plan 2015.*

Recovery environment sector groups need to take a programme management approach to ensure that the work and thinking needed about the direction of recovery and outcomes related to particular environments, activities needed to deliver them, resources, monitoring and oversight and coordination with other programmes is considered in a holistic way.

Recovery environment sector groups provide a mechanism for:

- sharing information, planning, and integrating arrangements for carrying out recovery activity related to their focus area through establishing and maintaining inter-group communications, and

- ensuring that each member agency or organisation operates as part of a coordinated collective that supports the delivery of the overall recovery objectives, sharing resources and avoiding duplication.

For more information on recovery projects refer to *Section 12.4.2*.

The consequence matrix described in *Section 10.4* can be used to identify the needs of different communities (such as urban, rural, CALD communities) across the four key recovery environments so the needs can be addressed by recovery environment sector groups.
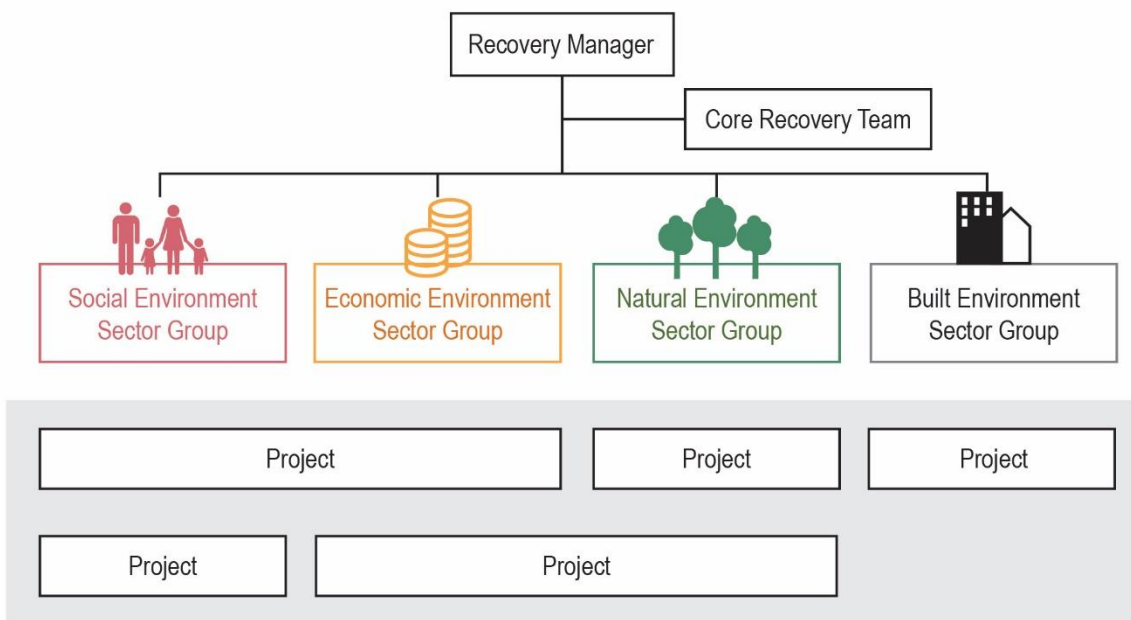
Figure 4: The recovery framework at an operational level (at any level)

Recovery environment sector group formation

Recovery environment sector groups need to be identified, formed and developed in readiness, and be active in recovery. Recovery Leaders and Managers (at both the CDEM Group and the local level) need to consider:

- if recovery environment sector groups will be established at both the CDEM Group and local level — pure duplication should be minimised; however, careful consideration needs to be given to how these groups will plan and operate in recovery and what level relationships are needed; this may be influenced by the structure of the CDEM Group and local arrangements, and

- whether other groups already exist that have a similar focus or could have their scope broadened to incorporate the role of recovery environment sector groups (for example, the Welfare Coordination Group broadening their scope to social recovery). If there are existing

groups, all agencies, organisations and groups that are part of that recovery environment need to be part of the group. Broadening the scope of an existing group needs to be discussed with that group.

During readiness, recovery environment sector groups operate as cooperative networks. In readiness, the groups need to convene (either in person or remotely) to:

- carry out collaborative strategic and operational planning including arrangements for how they will operate during readiness and recovery

- appoint a Chair (see Recovery environment sector group Chair in *Section 6.5.1*)

- develop terms of reference

- develop relationships

- share information, planning, and arrangements for carrying out recovery activities, and

- ensure each member agency or organisation operates as part of a coordinated collective.

Recovery environment sector group activation

Depending on the unique consequences of a particular emergency, not all recovery environment sector groups formed in readiness may need to be activated for each emergency. Similarly, additional recovery environment sector groups may need to be set up. The matrix approach described in *Section 12.3* may assist in identifying these.

During recovery, recovery environment sector groups convene regularly (as appropriate for the scale and consequences of the emergency) to coordinate their recovery-related activities to ensure recovery objectives are being achieved.

6.5.1 Recovery environment sector group key roles

Recovery Manager

Recovery Managers are responsible for overall coordination of the recovery environment sector groups. Recovery Managers ensure that recovery environment sector groups:

- have the support and facilities they need to operate and deliver their recovery objectives

- input into recovery action planning and other key strategic activities, and

- have a comprehensive understanding of the overall recovery objectives.

All recovery environment sector group Chairs report to the Recovery Manager.

Refer to *Sections 5.4–5.7* for more information on the role of Recovery Managers.

Recovery environment sector group Chair	Each recovery environment sector group needs to appoint a Chair, who manages the groups programme of work, including:

- leading and coordinating agencies, organisations and groups in the recovery environment sector group, planning, recovery activities and projects that sit within their recovery environment sector group

- facilitating recovery environment sector group meetings

- coordinating and communicating with other recovery environment sector group Chairs

- coordinating, with other recovery environment sector group Chairs, projects that span multiple environments

- reporting activity, progress and risks to the Recovery Manager

- passing on information from the Recovery Manager and other recovery environment sector groups to their recovery environment sector group members, and

- assessing and identifying needs and issues arising, and working with the Recovery Manager and other recovery environment sector group Chairs to manage these.

Flexibility and scalability	The person appointed as the recovery environment sector group Chair can be one of the agency or organisation representatives on a recovery environment sector group. However, if the scale and consequences of a particular recovery are significant, the Recovery Manager may decide to appoint a dedicated programme manager as the Chair to allow agencies and organisations in the recovery environment sector group to focus on the delivery of activities and projects.

6.5.2 Recovery environment sector group examples

Recovery environment sector group membership	*Figure 5*[66] shows an example of four recovery environment sector groups and their membership, based on the four recovery environments. It illustrates how recovery environment sector group representation may be scaled up according to the scale and complexity of an emergency.
	Agencies and groups listed are **examples only and do not represent an exhaustive list**. Actual recovery environment sector group representation needs to be reviewed for each specific recovery to ensure all active agencies are coordinating with each other through the recovery environment sector groups and subject to the particular circumstances and priorities of each recovery. This example should not be used as a 'one-size-fits-all' rule for all recoveries. It must be tailored to local and regional areas and to specific recoveries.

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[66] Acronyms used in Figure 5 mean: MSD: Ministry of Social Development, DHB: District Health Board, MBIE: Ministry of Business, Innovation and Employment, MPI: Ministry for Primary Industries, MoE: Ministry of Education, TPK: Te Puni Kōkiri, DIA: The Department of Internal Affairs, EQC: Earthquake Commission, NIWA: National Institute of Water and Atmospheric Research.

Recovery Manager

Iwi | Hapu

Social Environment Sector Group

Local
- Representatives from social service, education, health and funding sectors
- Council staff working in community development or community activators team
- Iwi representation
- Rural Support Trust
- Government agencies (as appropriate)
- Representatives from other community sector groups active in recovery (e.g. recreation / cultural / religious groups)

CDEM Group
- Government agencies (e.g. MSD, DHB, MBIE, MPI, MoE, TPK, DIA)
- Other organisations or groups working in recovery (e.g. Mental Health Foundation, Red Cross, Salvation Army, Rural Support Trust)
- Iwi representation

National
- Government agencies (e.g. MSD, DHB, MBIE, MPI, MoE, TPK, DIA, EQC)
- Other organisations working in recovery
- Red Cross

Economic Environment Sector Group

Local
- Work and Income
- Local Business Association
- Chambers of Commerce
- Tourism Association
- Territorial Authority
- Iwi representation

CDEM Group
- Regional Economic Development
- Inland Revenue
- Tourism Association
- Industry / sector groups
- MBIE (regional representative)
- Regional Council
- Iwi representation

National
- MSD (national)
- Insurance Council of New Zealand
- MBIE (national)
- Ministry for Primary Industries (national)
- Inland Revenue
- Banking and insurance national organisations
- TPK

Natural Environment Sector Group

Local
- Primary sector stakeholder and advocacy groups
- Local volunteer groups with an environment focus
- Department of Conservation (local)
- TA (environmental health, waste management, resource consents)
- Public Health
- Regional Council
- Iwi representation

CDEM Group
- Regional council
- Department of Conservation (regional)
- Hazard specialists
- Ministry for the Environment
- Iwi representation
- MPI

National
- Ministry for the Environment
- Department of Conservation (national)
- Ministry for Primary Industries
- National hazard / natural environment organisations (e.g. NIWA, GNS Science, TPK)

Built Environment Sector Group

Local
- Local lifeline utilities
- Territorial Authority (planners and building / asset management)
- Regional Council (transport)
- Iwi representation

CDEM Group
- Regional Lifelines Group
- MBIE
- Ministry of Housing and Urban Development
- MPI
- InfrastructureNZ
- Insurance Council NZ
- Earthquake Commission
- New Zealand Transport Agency
- Iwi representation

National
- National lifeline utilities
- Sector Coordinating Entities
- MBIE
- Ministry of Housing and Urban Development
- Earthquake Commission
- New Zealand Transport Agency
- Ministry of Culture and Heritage
- TPK

Figure 5: Example of environment sector group membership – the four environments,

Additional recovery environment sector groups	Additional recovery environment sector groups may be adopted by CDEM Groups or local authorities to reflect the unique nature of their communities and the possible or actual consequences of emergencies. When considering additional groups, the relationships between all recovery environment sector groups need to be considered to ensure that recovery activities or a community won't be siloed.

An example that has been used in several recoveries is the rural environment sector group. The rural community may have needs that need to be considered by the social, natural, economic and built recovery environment sector groups. If key stakeholders are only within a rural recovery environment sector group, some of the needs of the rural community may not be considered by these other sector groups, or there could be a duplication of effort.

Refer to *Sections 10.4* and *12.3* for more information on how these other recovery environment sector groups could be determined. These sections describe how a consequence matrix can be used to identify specific projects that may need to be targeted for particular communities but are considered by one or more of the four standard recovery environment sector groups.

6.5.3 Recovery environment sector group flexibility and scalability

Although pre-emergency recovery planning will include recovery arrangements, pre-determined recovery arrangements need to be flexible and scalable so they can be tailored to the consequences of a particular emergency. 'One-size-fits-all' arrangements should not dictate the way a recovery is managed. The scale and consequences of the recovery will determine how arrangements prepared in readiness need to be adjusted or adapted.

The flexibility and scalability of recovery environment sector groups must be considered before emergencies occur. This involves developing:

- a flexible approach to membership
- building on and augmenting local capability, and
- using adaptable and modular arrangements.

Flexible membership	Developing recovery environment sector group membership includes identifying:

- core members — those whose input is essential in many types of emergencies, and
- wider members — those whose input can be called on if the recovery is larger in scale or complexity or there to address consequences from a specific hazard.

Where possible, members should be identified by their role, job title or expertise rather than by name. In addition, multiple potential recovery environment sector group members from the same agency, organisation or community group should be identified to enable recovery environment sector groups to scale up as necessary.

All members must be able to:

- actively represent and make, or at least facilitate, decisions on behalf of the agency, organisation or group they represent

- provide information and expertise, and

- participate fully in recovery environment sector group meetings and activities.

Where possible, representatives should be from the senior management level and empowered to make decisions and commitments on behalf of their agency, organisation or group.

Scalable and modular structure

Recovery environment sector groups need to be scalable and modular, similar to the principles of the Coordinated Incident Management System (CIMS).

Recovery environment sector groups identified in readiness may be activated according to the scale and consequences of the emergency. Some recovery environment sector groups may:

- not be needed at all during recovery

- may need to have their membership expanded or adapted

- be activated early on but stood down later, or

- only be needed in medium- or long-term recovery.

Identifying recovery priorities early on in the planning phase and re-evaluating them as recovery progresses will determine and inform the continuing activity of recovery environment sector groups.

6.5.4 Continuity of coordination arrangements between response and recovery

Coordination arrangements established in readiness and response may be continued (where appropriate) in recovery.

Coordination, experience and continuity of planning from response to recovery may be achieved through:

- building recovery environment sector groups around local/community networks or collectives established before or during response

- ensuring that key people involved in the response have the opportunity to participate in recovery environment sector groups

- ensuring (where appropriate) that key response functions continue into recovery, for example:

  ○ Public Information Management personnel, and

- ensuring recovery staff sit alongside and/or are aware of the work being done by the response functions of planning, intelligence, control in the Coordination Centre. Refer to *Section 10* for more information on the relationship between a Recovery Manager and Controller.

Refer to *Sections 8.6* and *12.4* for more information about coordination arrangements.

Section 7 Recovery Environments

This section reiterates the intent of recovery environments. It describes the intrinsic links and interconnections between recovery environments and cumulative and cascading consequences that can result from an emergency. The four core recovery environments are defined and the elements within them described, along with potential consequences that may occur in each environment. Examples are also provided of partners, agencies, organisations and groups that may be in each environment.

This section should be read in conjunction with *Section 2.3* and *Figure 2*.

Refer to *Sections 10.4* and *12.4* for more information on how recovery environments are used to identify consequences of an emergency and how recovery can be managed.

> The **intent of the recovery environments** is to provide a framework **to identify and consider all possible and actual, and direct and indirect consequences of an emergency so that these can be addressed during recovery.**

7.1 Intrinsic links and interconnections

Intrinsically linked and interconnected

It is important to understand that the features, activities and consequences within each recovery environment cannot be isolated from the other environments and are often difficult to separate.

Because of these linkages and dependencies between the different environments, disruptions within one environment will likely have a flow on effect to one or more of the others. In particular, any disruption to the built, economic or natural environments will impact the social environment. Recovery in one environment can be highly dependent on recovery in another, and a holistic approach to recovery planning and management is needed.

Community-centred

As described in *Section 3*, the community sits at the centre of recovery. All impacts across each environment need to be described in terms of the consequences for the community.

See *Section 10* for examples of how impacts on the recovery environments can lead to consequences for the community.

Culture and social capital

The culture and social capital of a community should be considered within all environments. Culture and social capital includes community norms, values and beliefs; how a community functions; and a community's way of life. It also includes things like trust, the rule of law, cultural identity and the connections between people and communities[67]. These characteristics need to be understood and should assist in understanding recovery environments and influence recovery activities and projects.

7.2 Cumulative and cascading consequences

Recovery environments are intrinsically linked with many interdependencies between them. There is also the potential for cumulative and cascading consequences from an emergency. When identifying the consequences of an emergency (refer to *Sections 10.4* and *12.3* for more information), cumulative and cascading consequences need to be considered to ensure all possible consequences (and unintended consequences from recovery activities) are identified and addressed.

Cumulative consequences

Cumulative consequences occur when individual impacts to a single component of an environment combine to form a significantly larger consequence than the individual impacts on their own. This may occur over time. For example, aftershock sequences following an earthquake can continue to significantly alter the hazardscape, and insurance processes can take time and involve delays and possibly disputes. Displaced individuals, families and whānau may have to move multiple times between emergency and temporary accommodation until they are able to return home or move to a new permanent residence. Businesses may also be affected by the same level of disruption. Land damage can affect the long-term viability of some buildings and infrastructure if it creates new hazard risks, and decision making on mitigations can be complex and lengthy. These aspects and disruptions also significantly impact the social and economic wellbeing of individuals, families, whānau and the community, and need to be factored into understanding the consequences of the emergency.

Cascading consequences

Cascading consequences occur when consequences in one environment have a flow-on effect or consequence in another environment or location. Cascading consequences can be positive or negative.

Cascading consequences can cross jurisdictional and geographic boundaries.

An example of cascading consequences is a severe weather event causing partial or full disruption to the national power grid, which then has cascading consequences on business continuity and critical infrastructure[68].

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[67] New Zealand Treasury. 2018. *The Treasury Approach to the Living Standards Framework*. https://treasury.govt.nz/sites/default/files/2018-02/tp-approach-to-lsf.pdf
[68] United Nations Office for Disaster Risk Reduction. 2019. *GAR Distilled. Global Assessment Report on Disaster Risk Reduction Distilled*.https://gar.unisdr.org/sites/default/files/gar19distilled.pdf

| Real world examples | A consequence of opening the transport corridor between Kaikōura and Hurunui following the 2016 earthquake and tsunami was improved community connections to social and economic opportunities, and hence social and economic recovery.

Land zone changes following the 2010–2011 Canterbury earthquake sequence had cascading and cumulative consequences on the future shape of Christchurch City. Large areas of damaged land previously zoned residential were re-zoned as green space and, in the future, a new Green Spine will connect the central city to New Brighton with a mix of recreational, commercial and community uses.

The 15 March Terrorist Attack in Christchurch had cascading consequences through the rest of New Zealand as it impacted New Zealand's values of diversity, kindness and compassion |

7.3 Social environment

Impacts in the social environment are often difficult to measure and can be difficult to identify and describe. Effective social recovery is critical to recovery in all aspects of a community.

What is the social environment?

The social environment incorporates individuals, whānau and common-interest groups, and the relationships, communication and networks between them[69]. Key elements of the social environment include:

- safety and security
- health
- education
- community activities/networks, and
- psychosocial.

A strong social environment is dependent on healthy built, economic and natural environments.

Influencing factors

The characteristics and experiences of a community (or its social and human capital[70]) can, in part, determine the way a community reacts to an emergency. These characteristics include the:

- diversity of the community
- culture and values of the community
- the population makeup or characteristics
- belief systems

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[69] Adapted from Australian Institute for Disaster Resilience. 2018 *Australian Disaster Resilience Community Recovery Handbook*
[70] National Emergency Management Agency. 2019. *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā.*

- individual and community experiences of previous emergencies, and

- community outlook.

The combination of these factors in the community can alter the way a community reacts to consequences in the built, economic and natural environments (refer to *Sections 7.4–7.7* for more information).

Recovery in the social environment

An emergency can disrupt the normal social interactions and activities of a community and can impact on the social environment.

Recovery in the social environment can mean different things to different people. For an individual, social recovery may mean returning to a meaningful life that they want to lead. Whereas for a community, social recovery may mean when people and the community have established a relatively stable pattern of functioning, regained a sense of control and are focused on their future[71].

Effective social recovery is essential for building community resilience and sustainability and recovery in other environments. Recovery across the economic, natural and built environments hinges on:

- understanding the complexity and diversity of communities

- development and strengthening of partnerships between communities and national agencies

- work done with communities to support the development of community connections and infrastructure

- continual assessing and monitoring of needs, and adaptation to these as they change, and

- integration of the activities of groups, organisations and agencies that provide health and welfare services to communities.

Evidence shows that community participation in recovery enhances the wellbeing and sense of belonging of people in those communities. This effect has been observed in those giving community support and in those receiving support from their community.

Addressing consequences in the social environment involves identifying and adapting to the changing needs of individuals and communities as time goes on, and ensuring that these needs are met in an integrated way.

A critical first step in social recovery is to forge links with the CDEM Group or local authority welfare structure, especially with personnel (such as Welfare Managers) who may have been appointed to the Welfare function during response.

Community networks

Individuals, groups and communities compose networks and connections that are a part of the social environment. These networks or connections are both between people in the same community and between different communities and can be seen as the glue that binds different individuals and

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[71] Canterbury Earthquake Recovery Authority. 2016. *Understanding Social Recovery.*

groups together. They can assist with bridging the gap created by an emergency as a community transitions from pre-emergency normality to a new post-emergency norm.

These networks can be formal or informal. Formal networks include work places or living in the same rating district. Informal networks include school pickup/drop-off points, shops, supermarkets, parks where people walk their dogs, livestock sale yards, sports fields, venues and cafés.

Social environment consequences

Examples of consequences on the social environment include:

- psychosocial trauma, grief and stress from bereavement, injury or direct threat to life, personal health and safety

- loss of things that individuals value

- isolation or dislocation from home, school, family (including family separation) and support networks

- loss and separation of companion animals and livestock

- physical isolation from transport infrastructure damage and public transport closure

- financial hardship and inability to maintain income-generating activities

- escalation of pre-existing social issues such as poverty, homelessness, family violence, substance abuse and poor mental health

- loss or disruption of routines, relationships, social interactions, communication and familiar patterns of daily life

- reduced quality, access and timelessness in providing education, health, childcare and government and non-government services

- changes in recreational activities including community activities such as through Rotary, Lions or parent groups

- loss of future plans, hopes and aspirations, and

- loss, damage or threat to homes, property, assets, livestock, businesses, sources of income and social infrastructure including historical and spiritual places.

Safety and security consequences

The first priority in any recovery is ensuring the safety of people, particularly when:

- keeping people out of unsafe areas and/or buildings

- implementing emergency movement control measures (i.e. road blocks, checkpoints and cordons), and

- supporting people displaced by emergencies or sheltering in place.

The security of people's homes and assets also needs to be protected. If people have been evacuated quickly, they may not have been able to secure their property before leaving. Unoccupied property can also attract criminal activity such as theft or vandalism. If properties need to be inspected for any

reason, they need to be treated with respect, and even when forced entry is required, this should be done in a way that minimises damage.

Ensuring the safety and security of people remaining in the area may include:

- demolishing damaged buildings
- restricting access to damaged buildings
- repairing sanitation and hygiene facilities or providing temporary facilities to allow people to return home
- evacuating people from affected areas;
- securing property, or
- increasing police presence to ward off criminal activity.

A range of agencies and organisations work together to ensure a community's sense of safety and security, including local authorities, CDEM Groups, health and disability services, police, emergency services and welfare services agencies.

Health consequences

During recovery, coordination between the CDEM and health sectors is crucial for minimising the consequences for individual and community health.

Health consequences from an emergency can include deaths and injuries, exposure to diseases and environmental hazards, or individuals or groups being traumatised by their experiences. In recovery pre-existing health conditions are often exacerbated and can stretch the health system to support people.

Other health consequences can include:

- people being disconnected from their usual health care providers, medication and personal support systems due to being evacuated or isolated
- damage or failure of medical infrastructure
- inaccessible case notes, or
- lack of medical staff due to personal impacts.

Zoonosis are infectious diseases that can be transferred from animals to humans or to animals from humans (reverse zoonosis). Animals are environmental indicators for a number of diseases, where the disease first shows in animals. To reduce the incidence of zoonosis, a proactive approach to public messaging is needed as well as collaboration between public health and veterinarians.

As well as providing health services, emergency medical facilities, and support to directly affected individuals, existing health services need to be maintained for pre-existing health needs. This can be difficult if health professionals are personally impacted by the emergency or health facilities and infrastructure are damaged.

The Ministry of Health and other health and disability providers plan and coordinate to provide health and disability services in emergencies to ensure continuity of care and the ability to manage increased demand. Health sector

agencies include district health boards (DHBs), Public Health Units (PHUs), Land and Air Ambulance providers and other health or disability service providers.

More information

More information on health consequences from emergencies is available at www.health.govt.nz.

Education consequences

Disruption to schools and early childhood centres can affect children's sense of normality and routine as well as their education. Disruption to the education system can also have consequences for family/whānau and communities as closure can stop parents returning to work and networking within their community.

Schools, with support from the Ministry of Education when required, have plans in place for returning to normal operations.

Shelter and accommodation consequences

Impacts on an individual's shelter and accommodation can be short-term but may also last for many weeks, months or years. Finance, insurance, rebuilding or relocating compound the complexity of impacts on people.

Protecting people's welfare related to accommodation during recovery includes:

- providing shelter and accommodation
- financial assistance
- psychosocial support, and
- addressing animal welfare needs and support people to look after their animals.

Psychosocial consequences

Most people will experience some psychosocial reaction in an emergency, usually within a manageable range. A smaller number may exhibit more extreme reactions in the immediate-, medium-, or long-term and may require more in-depth support.

Irrespective of the duration of the recovery, psychosocial support is about easing physical, psychological and social difficulties for individuals, families/whānau and communities, as well as enhancing wellbeing to support community recovery. With effective psychosocial support, other aspects of recovery will not further harm individuals or their communities[72].

Planning and early action is essential to effectively reducing and managing psychosocial consequences, and psychosocial support providers should be involved in pre- and post-emergency recovery planning[73]. The Ministry of

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[72] Ministry of Health. 2016. *Framework for Psychosocial Support in Emergencies*. https://www.health.govt.nz/system/files/documents/publications/framework-psychosocial-support-emergencies-dec16-v2.pdf
[73] Ibid.

Health and DHBs are the agencies responsible for coordinating psychosocial support to communities during and after an emergency. Other organisations and groups may support the Ministry of Health and DHBs by support the provision of psychological support, for example New Zealand Red Cross.

Refer to *Community networks* in this section, *Community and Recovery* in *Section 2.1* and *Section 3* for more information on the psychosocial context.

More information

More information about psychosocial support in emergencies, how emergencies affect people, and delivering psychosocial support is available in the *Framework for Psychosocial Support in Emergencies 2016* at www.health.govt.nz.

More information about welfare services, including psychosocial support is available in the *Welfare Services in an Emergency Director's Guideline [DGL 11/15]* at www.civildefence.govt.nz.

More information about social recovery and the lessons Waimakariri District Council learnt from the Greater Christchurch earthquakes is available in Social Recovery 101: A Guide for Local Social Recovery at www.waimakariri.govt.nz.

More information about planning and running effective wellbeing initiatives is available at https://hewakaora.nz/.

Who is involved?

Some examples of the partners, agencies, organisations and groups in the social environment include the following:

- Iwi
- Local authorities and CDEM Groups
- Ministry of Social Development
- Ministry of Education
- Ministry of Business, Innovation and Employment
- Ministry for Primary Industries
- Housing New Zealand
- Ministry of Health and District Health Boards
- New Zealand Red Cross
- NGOs such as the Salvation Army and Victim Support
- Community support groups
- Faith-based organisations, and
- Industry organisations.

7.4 Built environment

Communities are highly dependent on services supported by the built environment. Recovery of built infrastructure is essential for recovery in the social, economic and natural environments, but it should not become the main focus of a recovery as it is likely to lead to imbalances in the recovery of the other environments.

What is the built environment?

The built environment refers to the physical setting for human activity, including buildings and their supporting infrastructure. It includes physical assets that have a direct role in supporting incomes and material living conditions[74] such as:

- residential housing, including apartments

- commercial and industrial properties

- essential services infrastructure that supports health and community services and education

- rural infrastructure

- public buildings and assets, and

- lifeline utilities.

The built environment supports many services that communities rely on such as[75]:

- water supply, wastewater removal, power, gas and communications

- food production and distribution systems

- supply chains which move goods around including food, construction material, fuel and fast-moving consumer goods

- public transport

- the building sector

- the health care sector

- education

- employment

- recreation

- tourism, and

- financial systems.

Disruption of built infrastructure and services inhibit recovery operations and the capacity of a community to recover.

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[74] New Zealand Treasury. 2018. *The Treasury Approach to the Living Standards Framework*. https://treasury.govt.nz/sites/default/files/2018-02/tp-approach-to-lsf.pdf

[75] Adapted from Australian Institute of Disaster Resilience. 2018. *Australian Disaster Resilience Community Recovery Handbook*

Residential housing

Residential housing can include houses, apartments, aged-care facilities, hostels and permanently occupied caravan parks.

Residential housing can be impacted in a variety of ways including direct destruction or damage or indirect causes such as lack of access or damage to lifeline utilities, such as sewerage, water or electricity.

Consequences of impacts on residential housing can be significant. For example, it can result in:

- individuals and whānau having to relocate, disrupting access to their usual employment, education services and support networks
- displaced and dispersed communities
- difficulties in coordinating recovery as displaced people may not be able to access community recovery services
- housing and rental market fluctuations due to decreased housing stock and increased housing demand, or
- increase in premiums or a moratorium on insurance policies.

In an emergency where people are displaced from their homes, housing and associated services will be a priority. A collaborative effort between affected residents, insurers, local government, central government agencies, developers and the construction sector (including builders and tradespeople) is required.

Residential housing strongly overlaps with the social environment as it is fundamental to people's wellbeing, safety, security, self-sufficiency and ability to focus on other basic necessities.

It also overlaps significantly with the economic environment, as it will impact the affected residents' financial security. For example, ongoing payment of mortgages plus payment of additional rent for temporary accommodation where financial assistance is no longer available, increases or loss of insurance, or the cost of replacing furniture or other assets.

More information

More information about shelter and accommodation arrangements following emergencies, including temporary accommodation is available in the *Welfare Services in an Emergency Director's Guideline [DGL 11/15]* at www.civildefence.govt.nz.

Commercial and industry property

Commercial property includes any building where natural resources, goods, services or money are either developed, sold, exchanged or stored[76]. Examples include banks, carparks, fire stations, libraries, offices, restaurants and storage facilities. Industrial property includes any building where people use material and physical effort to extract or convert natural resources, produce goods or energy from natural or converted resources, repair goods

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[76] *Building Regulations 1992*, Schedule 1 The building code, clause A1-Classifed Uses, section 5.0.1

or store goods[77]. Examples include agricultural buildings, factories, power stations or warehouses.

Emergencies can impact the ability of businesses to operate from their premises; for example, due to destruction or damage to the property itself, contaminated debris (e.g. asbestos), health hazards (e.g. biochemical contamination) or loss of access or essential services.

This not only has consequences for the affected businesses, but also for the communities that are reliant on them. For example:

- employment
- banking and finance
- supply chains such as food and fuel
- waste management
- tourism or passing trade, and
- the service sector, e.g. cafes, supermarkets, restaurants.

Emergencies can have consequences for the local economy as businesses may not be able to operate out of their premises and may need to relocate, either temporarily or permanently. Or, if they are a large employer in the area, reduced operations or closure will have consequences for individuals and families that are reliant on regular income.

Some businesses may contribute to the wider New Zealand economy, for instance, a major manufacturing or processing plant or distribution centre. Any impacts on their ability to operate will have far wider economic consequences than the area directly affected by the event.

Recovery efforts will need collaboration between local authorities, central government, CDEM Groups, businesses, industries, insurers and the construction sector to support rebuilding or repair of commercial and industrial properties.

Essential services infrastructure

Essential services infrastructure supports health and community services and education. It includes infrastructure and property of hospitals, health care facilities, childcare, schools, polytechnics and universities.

Infrastructure and property could be impacted through loss of buildings or access, or damage to supporting infrastructure (e.g. infrastructure that delivers lifeline utilities into the building), meaning the services that are provided from them can no longer operate.

Consequences of these impacts can include:

- the need to relocate people residing in facilities, some of which may have special or complex needs (e.g. hospital patients or aged persons)
- severely restricted services (e.g. urgent hospital care only), and

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[77] *Building Regulations 1992*, Schedule 1 The building code, clause A1-Classifed Uses, section 6.0.1

- disruption of education with the potential cascading consequence of caregivers not being able to work due to children being out of school or needing to travel greater distances to education facilities.

Addressing the consequences of damage to essential services infrastructure is a collaborative effort between the local authorities, businesses, industries, insurers, lifeline utilities, health and disability service providers, education providers, the Ministry of Health and, potentially, developers. Consideration also needs to be given to building future resilience into these services to mitigate future risk and to allowing for changes to the community that rely on these services; for example, changes in population density or demographics.

Rural infrastructure

Rural infrastructure supports daily lives and businesses in rural communities. It can include water infrastructure, farm buildings, productive land, factory and storage infrastructure, fencing, tracks, housing for seasonal staff, pasture and crops, machinery and horticulture, tourism and aquaculture structures.

Rural infrastructure could be impacted by loss or damage. Impacted buildings or land may also pose a health and safety risk.

Consequences of these impacts can include:

- loss of income or a reduced income — damage to infrastructure directly affects income and, given the generally large investment, seasonal nature and delay in return for the primary sectors, often the impact is significant and long-lasting

- disruption to operations (e.g. inability to milk dairy cows due to loss of power to milking sheds)

- damage to essential machinery or plant (e.g. damaged machinery may cause loss or disrupt harvesting of crops, forestry and aquaculture)

- loss of internal access tracks (e.g. animals may not be able to access grazing water, milking sheds or yards — they may have to walk further causing animal welfare issues such as lameness

- loss of power causing outages in fences — damaged fences can cause wandering stock, animal welfare and biosecurity concerns, and potential road accidents, and

- disruption to roads and lifelines, which can disrupt ease of daily life, and social networks (e.g. loss of access to schools, doctors and other services).

Public buildings and assets

Public buildings and assets as well as marae are an important contributor to community wellbeing. They can include public libraries, sport or cultural club buildings, swimming pools, marae, community halls, war memorials, landmark sites, heritage-listed buildings, places of worship, entertainment venues or other significant community sites.

These provide spaces for the community to come together and feel a sense of social connectedness. This may be through arts, sports, dance or other social activities.

Heritage buildings and structures, with a legacy of historic significance, help provide the link with the past and are likely to hold special meaning to the community. They are considered a high priority in recovery. During response or early stages of recovery there may be a need or desire to demolish these buildings as they may present a life-safety risk. However, the social value the community places on these sites means it may be more appropriate to isolate the sites, protecting the public while addressing the damage to the building or buildings.

Consequences of impacts to these facilities can include:

- loss of social and community group gathering places (e.g. community groups that used a hall are no longer able to meet)

- loss of education facilities (e.g. no childrens' swimming lessons due to a damaged pool), or

- loss of sense of community, culture or heritage.

Lifeline utilities

Lifeline utilities are critical for supporting recovery efforts.

Lifeline utilities include infrastructure and network operators in:

- energy (including electricity, gas and petroleum)

- transport (including road, rail, ports and airports)

- water (including potable, waste and storm water), and

- telecommunications (including broadcasting).

Lifeline utilities could be impacted in many ways such as through loss of infrastructure (e.g. destruction of a power plant or downed power lines), damage (e.g. slip over a railway line), being severed (e.g. destruction of a bridge) or from lack of personnel due to personal disruption.

Consequences of impacts to lifeline utilities can include:

- sanitation systems not operating leading to health issues

- loss of water reticulation impacting humans, livestock and processing facilities that rely on clean water to continue operations

- impacts on animal welfare from, for example, loss of water reticulation, milking and electric fences securing livestock

- firefighting being compromised due to lack of water

- businesses dependent on a lifeline not being able to operate

- recovery activities being stalled or disrupted

- loss or reduced availability of goods, including perishable goods

- difficulties accessing communities, both for individuals wanting to leave an area but also for recovery workers getting into an area due to loss of transport infrastructure

- difficulties accessing or evacuating animals and providing for their care

- difficulties delivering services and supplies

- difficulties accessing health services and education

- disruption to fast-moving consumer goods or raw materials

- disruption of communication and information technology systems, and

- decreased security and safety (e.g. lack of lighting, security systems or traffic signals).

More information

More information about lifeline utilities is available in the *Lifeline Utilities and Civil Defence Emergency Management Groups Director's Guideline [DGL 16/14*] at www.civildefence.govt.nz.

Other considerations in the built environment

Other considerations for recovery in the built environment include:

- significant demand on land use planning, consent and infrastructure delivery (e.g. Waimakariri District Council experienced the equivalent of nine years of growth in three years following the 2010–2011 Canterbury Earthquake Sequence)

- waste management of building debris (e.g. Whakatāne District Council established a new waste management process for dealing with the waste caused by the Whakatāne District floods in 2017)

- having to provide temporary services while permanent solutions are found

- potentially complex insurance claim processes or limited insurance coverage, slowing rebuild and repair

- complex remediation issues such as land damage not foreseen before the emergency, leading to delays in reinstating buildings and infrastructure

- public health concerns such as sewerage, sewage-contaminated ground and asbestos contamination

- the health and safety of people working and accessing buildings, including home owners gathering belongings and volunteers assisting with clean-up

- having to provide services for feeding and housing companion animals, and

- including rural communities and businesses, including rural residential and lifestyle blocks.

Who is involved?

As the built environment incorporates a broad range of human-made assets, there are a wide variety of individuals, agencies and organisations that can be involved in the recovery. Some examples include the following:

- Local authority Building Inspectors, Environmental Health Officers, Animal Control Officers, Land Use Planning, Urban Designers and Three Waters and Roading teams

- Engineers, architects and tradespeople

- Ministry of Business, Innovation and Employment
- Ministry for Primary Industries
- Ministry of Education
- Housing New Zealand
- Ministry of Health and District Health Boards
- Fonterra
- New Zealand Transport Agency
- Telephone/communication operators
- Insurance Council, EQC, insurers and reinsurers
- Lifeline utilities
- Rural Support Trust, and
- Local Business and Property Councils.

7.5 Economic environment

A vibrant economy is vital to a sustainable community. However, when there are economic impacts from an emergency, economic recovery often relies on recovery in other environments and is also a driver of recovery in other environments. This is because economic drivers are often elements of other environments such as tourism, roading, infrastructure and a capable community able to return to work. Economic consequences are also often the result of impacts in other environments, such as infrastructure damage in the built environment, psychosocial impacts in the social environment or damage to the natural environment, demonstrating how all areas of a community and all recovery environments are interconnected.

What is the economic environment?

The economic environment broadly includes the production, distribution and consumption of goods and services, and financial assets that have a direct role in supporting incomes and material living conditions[78]. It incorporates individuals and households, businesses and enterprises of all sizes, infrastructure, and government. It also incorporates economic activity in the primary sector.

These can be categorised as:

- individuals and households
- business and enterprise, and
- Government.

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[78] Incorporating elements of financial capital. New Zealand Treasury. 2018. *The Treasury Approach to the Living Standards Framework.* https://treasury.govt.nz/sites/default/files/2018-02/tp-approach-to-lsf.pdf

When considering consequences on the economic environment, it is important to consider tangible and intangible impacts as well as direct and indirect impacts.

Tangible impacts

Tangible impacts are the loss of things that have a monetary or replacement value such as buildings or landfills.

Intangible impacts

Intangible impacts are the loss of things that cannot be bought or sold but which still have an economic consequence.

For example, ill-health caused by stress following an emergency is not something that can be bought or sold, but economic consequences of ill-health can include loss of income or medical costs for the government.

For businesses, there may be a loss of confidence, affecting investment, or an inability to retain or attract experienced and skilled staff.

Direct economic impacts

Direct economic impacts result from physical destruction or damage caused by the emergency itself[79].

Direct economic impacts are often the easiest to plan for and identify after an emergency.

Indirect economic impacts

Indirect economic impacts are due to the consequences of the damage or destruction[80]. During recovery, attention is often focused on the more visible, easily identified direct impacts of an emergency. However, this can lead to indirect economic impacts being overlooked. For example, transport disruption can lead to business closure due to a lack of trade, or the loss of childcare meaning employees are unable to go to work.

Donated goods after an emergency can also cause indirect economic impacts on local businesses. For example, if a large amount of clothing is donated, business may be taken away from local clothing and second-hand businesses or there may be disposal costs.

Positive impacts

Not all economic consequences caused by an emergency are negative. Some economic impacts may create an opportunity for new businesses to emerge or for some businesses to grow to meet demand.

Following the Canterbury earthquake sequence in 2010–2011, building activity increased by 150 percent in 2016 from its pre-quake levels, compared to an increase of about 20 percent for the rest of New Zealand[81].

New activity or businesses may fill a gap left by businesses or activity that has been impacted or closed due to an emergency. New activity needs to be monitored to identify if any unintended consequences arise that impact on other environments. An example is an increase in people coming into an area to support a rebuild. These additional people can place extra demand on local housing, potentially driving up housing rental costs, which may

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[79] Australian Institute of Disaster Resilience. 2018. *Australian Disaster Resilience Community Recovery Handbook*
[80] Australian Institute of Disaster Resilience. 2018. *Australian Disaster Resilience Community Recovery Handbook*
[81] Reserve Bank of New Zealand. 2016. *The Canterbury rebuild five years on from the Christchurch earthquake*. Bulletin, 79(3). https://www.rbnz.govt.nz/-/media/ReserveBank/Files/Publications/Bulletins/2016/2016feb79-3.pdf

affect local families who were already struggling with the cost of living. This could lead to a higher demand for assistance from agencies supporting recovery in the social environment.

Individuals and households

Direct costs to individuals and households are through the loss or damage to property and assets, including:

- structures (roofs, walls, entire buildings)
- contents (furniture, floor coverings), and
- external structures (access ways/driveways, retaining walls, swimming pools, gardens).

Indirect costs include:

- additional costs (e.g. alternative accommodation, transport, drying-out, storage, medical, childcare)
- clean-up and debris removal costs
- insurance excesses
- planning and building consent fees, and
- loss of income.

At the microeconomic level, recovery involves restoring and/or protecting the incomes of individuals and families/whānau. This will mean finding ways to maintain employment security, salary and wage payments, access to bank accounts, and insurance and benefit payments. It may also mean:

- exploring opportunities for improving the livelihoods of community members in an altered economic environment
- providing ongoing advice and support to community members who must change (or who choose to change) their livelihoods as a result of the emergency, and
- offering financial assistance, where applicable e.g. emergency accommodation subsidy from the Ministry of Social Development

Business and enterprise

Shocks and stressors, including emergencies, can have an effect on the presence or operation of industries or sectors in local communities and regions. Primary industries are particularly vulnerable to hazards such as high winds, flooding, wildfire, biosecurity incursions (including the need to de-stock), snow and drought. All industries and sectors rely on transport, power, water, communications networks and supply chains, which may be disrupted by emergencies.

Businesses, particularly small businesses, can be vulnerable after an emergency. This can then affect the local, regional or national economy. Businesses can suffer direct costs associated with:

- infrastructure loss or damage (e.g. structural damage to shops, factories, plant, sheds, warehouses, hotels), and
- asset loss or damage (e.g. farm equipment, food, product stock, crops, pasture, livestock, forestry, motor vehicles, fences, fixtures and fittings, furniture, office equipment).

Indirect costs that can affect businesses include:

- costs associated with the loss of production in manufacturing, agriculture and service sectors

- impacts on income/trade/sales/value-add;

- increased costs, e.g. freight and input costs

- loss or disruption of supply chain networks

- increased work/demand

- virtual business interruption

- associated costs of traffic delays and extra transport operating costs

- loss of computer-controlled systems and data, and

- loss of lifeline utilities.

Businesses also play a key role in supporting recovery, as they are the vehicle of many recovery activities such as rebuilding. A vibrant economic environment is not just necessary for economic recovery but also for recovery in other environments. Recovery in the economic environment involves retaining, restoring and/or enhancing optimum trading conditions, and leveraging or building on local business capacity to renew and revitalise the local and regional economies.

This will mean:

- prioritising business interests across recovery activities

- prioritising the restoration of systems that support business operations (e.g. mobile networks, internet, roads) or finding alternative solutions for businesses while outages persist

- involving local businesses in the delivery of welfare services to the community, such as providing accommodation and household goods and services, and

- connecting businesses to expert and ongoing assistance, such as financial and technical advice and support.

In readiness, all businesses should be encouraged and supported to develop business continuity plans and review these regularly.

More information

See *Contributing More: Improving the role of business in recovery* published by Resilient New Zealand for lessons on business resilience.

Government

There are likely to be significant financial consequences for local, regional and central government. This can particularly be a burden for small local authorities, and needs to be prepared for during readiness.

Direct costs for local and regional government include:

- costs associated with damage to roads, bridges, public facilities, schools, parks, recreational areas and waterways

- loss of ratepayer base

- costs of engaging extra resources and/or backfilling staff, and

- project management and maintenance costs of infrastructure rebuilding.

There are many indirect costs for central government that are hard to quantify, but also need to be recognised. These include:

- increased demand on government services, e.g. health and welfare services

- loss of tax/rate revenue

- loss or reduction in exports due to supply disruption

- loss of business continuity and, in some cases, permanent loss of local industry

- costs of engaging extra resources and/or backfilling positions, and

- costs of commissioning inquiries and implementing recommendations.

Who is involved?   Economic recovery involves leveraging local, regional and sector-wide expertise (e.g. industry leaders, interest groups, employee representatives and economic development teams or departments in local authorities). It also involves exploring opportunities for innovation and new partnerships both within and between sectors.

7.6 Natural environment

The natural environment helps sustain community and individual health and wellbeing, the primary sector and industry, and is central to many amenity and cultural values. Recovery of the built and economic environments rely heavily on the natural environment (e.g. for suitable land to rebuild and for physical and natural resources). Recovery of the natural environment is also critical for social recovery given peoples' connection to it.

Recovery activities themselves can impact the natural environment; for example, burning wood debris following a large flood releases particulates into the air. These need to be taken into account alongside other priorities when considering recovery options.

Rebuilding during recovery will invariably have an impact on the natural environment. The need to fast-track the regeneration of the built environment should be balanced with allowing time to properly assess environmental impacts. Considerations may also need to give effect to environmental legislation (e.g. the *Resource Management Act 1991*) and may include emergency works.

It is important that the right balance is found for each community — this discussion can be started during pre-emergency planning. There may also be benefits and opportunities that can come from finding ecologically friendly, innovative and sustainable solutions.

Real world example	An Australian study into bushfire recovery found that people who reported feeling connected to the natural environment had better psychosocial outcomes[82].
What is the natural environment?	The natural environment incorporates ecosystems and their constituent parts that support life and human activity, including natural and physical resources, the qualities and characteristics of areas and features, and their amenity values. It includes natural ecosystems such as estuaries and marine habitats, and also man-made natural spaces such as parks and reserves and recreational tracks.
Amenity value	Many elements of the natural environment have great significance or amenity value for communities. Amenity value describes aspects of our physical environment that have some form of recreational, cultural or social importance. Places with an amenity value include:

- parks, public gardens, waterways, ecological reserves, Māori Customary and Māori Freehold land, Māori land[83], and scenic tracks and lookouts, and

- swimming pools, sports grounds, bike or skate parks and other places for recreation.

The amenity value of something may be in addition to the physical or ecological value it has. This could be for a variety of reasons, including:

- there is an association with a community's collective identity, history or tīpuna

- it provides a way of getting exercise, socialising or enjoying the outdoors

- it provides protection to vulnerable landscapes, e.g. sand dunes or wetlands

- it provides an educational resource, or

- it contributes to the local economy via employment or tourism.

When considering consequences to the natural environment, it is important to consider components that might have an amenity value that supports the overall resilience of the community.

Natural environment consequences	To describe consequences in the natural environment following an emergency, it is helpful to break down the natural environment into four elements:

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[82] Gibbs L, Bryant R, Harms L, Forbes D, Block K, Gallagher HC, Ireton G, Richardson J, Pattison P, MacDougall C, Lusher D, Baker E, Kellett C, Pirrone A, Molyneaux R, Kosta L, Brady K, Lok M, Van Kessell G, Waters E. 2016. Beyond Bushfires: Community Resilience and Recovery Final Report. University of Melbourne, Victoria, Australia. https://mspgh.unimelb.edu.au/__data/assets/pdf_file/0008/3043187/Beyond-Bushfires-Final-Report-2016.pdf

[83] Including Customary and Māori Freehold Land, General Land Owned by Māori, Crown Land Reserved for Māori, treaty settlement reserves, mahinga kai and fishing rights areas.

- air

- water

- land and soil, and

- plants and animals

Air

Impacts to air quality can be a result of particulates, chemicals or biological aerosols.

Consequences can include:

- immediate health effects (e.g. asthma)

- long-term health effects (residual pollution)

- wind erosion denuding landscapes

- death from reduced air quality (e.g. smoke), and

- contamination of waterways, crops and livestock.

Further air contamination (or secondary contamination as a result of air contamination) and exposure of people and animals should be minimised where possible.

Water including surface, ground, marine and artificial storage

Emergencies can impact water resources both in terms of the quality of the water and the quantity available.

Water quality can be affected by biological, particulate or chemical contamination, and water quantity can be affected by changes in water flow or storage capacity.

Consequences as a result of impacts on water quality or quantity include:

- loss of drinking water, leading to health effects

- loss of livestock and crops from lack of water

- loss of recreational water areas

- reduced production and manufacturing, and

- loss of useable land from a changed water course.

Planning and management of water use has increasingly been focused on sustainability by safeguarding water quality and ecosystems while meeting the social and economic needs of communities.

Real world example

Following the Whakatāne District floods in 2017, the Local Authority Recovery Office undertook an analysis of erosion that had occurred around waterways. This analysis quantified the extent of erosion and was used to determine the economic impact on the primary sector, as well as informed future planning of housing and land survey activity.

Land and soil including rocks, soil and landscapes

Land and soil can be impacted in many ways, including:

- erosion

- deposition

- contamination

- compaction, and

- damaged landforms and landscapes.

This can result in consequences that include:

- reduced productivity of farmland

- loss of land from erosion

- loss of aquatic habitats

- increased risk of future events (e.g. flooding and rockfall)

- loss of geographically significant areas or landforms, and

- loss of recreational areas (e.g. walking tracks and infrastructure).

Recovery provides an opportunity to consider how land use can support reduction of risk from future hazards and build resilience, particularly around coastlines and in areas prone to flooding.

Managing land use is a central function of local authorities, and an equally critical element of recovery planning. Making development ecologically sustainable and resilient is a key priority in both business-as-usual and recovery contexts.

Plants and animals

Biodiverse environments are those where variety exists and thrives — within species, between species and between ecosystems. As the impacts of human development are examined, both globally and locally, more emphasis is being placed on biodiversity as a cornerstone of sustainability and resilience.

Plants and animals can be impacted in many ways, including:

- biosecurity incursion

- loss of habitat

- disease

- pollination, and

- loss of species and populations.

The resultant consequences can include:

- disturbed, destruction or contamination of marine habitats reducing species population and affecting fisheries (e.g. sea-grass damage from sediment deposition or uplifted seabed exposing sub-tidal habitat)

- loss of habitats for bird life reducing horticulture productivity due to reduced pollination

- loss of nationally significant species

- reduced horticultural productivity due to increased concentration of pests, and

- damage to forestry plantations causing downstream damage or the need for immediate processing.

Recovery involves considering interactions within and between whole ecosystems, rather than focusing on a single species. While action is often needed to protect vulnerable species (such as New Zealand's native birds), a holistic suite of measures may be necessary to:

- maintain and improve air, water, soil and landscape quality, and

- actively support various species to recover and thrive.

Real world example

Damage and destruction to the marine environment around Kaikōura following the November 2016 earthquake and tsunami caused cascading consequences for the economic and social environments. Access to Kaikōura Harbour was severely restricted due to the seabed being uplifted, meaning tourist operators were unable to operate for an extended period of time. This affected the tourism industry, one of the largest sources of income for the region. 20% of the pāua habitat was also destroyed impacting commercial pāua fishers.

Wāhi tapu

Wāhi tapu are places or sites sacred to Māori in the traditional, spiritual, religious, ritual or mythological sense[84]. A wide range of places may be considered wāhi tapu, including urupā (burial grounds) or places associated with ancestors, tīpuna, or traditional or historic activity. Wāhi tapu often include features of the natural environment, such as particular streams, hills or tracts of forest.

A participatory approach is essential for evaluating the importance of particlar places and deciding how measures for wāhi tapu can be incorporated into recovery planning and management.

Waste management

Waste management must also be considered in the natural environment. Waste can be created from the emergency itself, such as silt deposition during flooding, or can be the result of recovery activities such as building demolition.

Activities in the early stages of recovery must address the immediate and long-term adverse consequences of the emergency on waste systems and sources of contamination or pollution.

Any action taken across all of the recovery environments must also consider long-term implications for the health of communities and the environment.

Regarding waste management, the actions to consider include the following:

- assessing damage to waste systems, and identifying sources of contamination or pollution

- avoiding or limiting exposure of people, animals, ecosystems or the landscape to contamination or pollution

- examining environmental impacts for planned recovery activities, or those that are already being undertaken, and

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[84] *Heritage New Zealand Pouhere Taonga Act 2014* s6

- maintaining or finding alternative solutions for waste systems, while minimising further impact on the environment.

Considering ways to make waste systems more ecologically friendly and find practical solutions for reducing contamination or harmful emissions from industry.

Real world example

Following the Whakatāne District floods in 2017, Whakatāne District Council had to design new processes for disposing of waste produced from the clearing out of flood-affected houses. The existing business-as-usual process was not robust enough to deal with the quantities of waste in an efficient manner

A severe weather event in March 2019 caused erosion along the Fox River on the West Cost of the South Island, which resulted in rubbish from an old landfill being deposited in the river and along the coast. A substantial clean-up effort was needed to remove the rubbish and, in July 2019, options for permanently securing the landfill were still being considered, including complete removal of all the rubbish to another site.

Who is involved?

Recovery in the natural environment is the result of collaboration between communities, iwi, environmental experts and specialist agencies, and environmental teams or departments from local authorities.

7.7 Other environments

The four recovery environments incorporate all aspects of a community, ensuring all aspects are considered when identifying consequences of an emergency.

The intent of recovery environments is to provide a framework to identify and consider all possible and actual, and direct and indirect consequences of an emergency so that these can be addressed.

The way recovery is supported and managed is determined by the consequences of the recovery, not simply based on the four environments. Refer to *Consequence matrix* in _Section 10.4_ and _Section 12.4_ for more information on how to support and manage a recovery.

Depending on the desires of the community, additional environments may be adopted to highlight or focus on particular aspects of the community and ensure consequences in these areas are not overlooked. Examples of these environments include cultural and rural.

Cultural

Cultural aspects and values should be considered in all environments and not isolated to an individual environment. For example historical buildings in the built environment, and sport activities and the facilities that allow for them in the social, natural and built environment. Māori cultural values should be considered in all recovery environments when identifying consequences of

an emergency. Refer to *Māori and recovery* in *Section 2.1* for more information.

However, the cultural environment may be used to more easily consider specific cultural, social or amenity values aspects of a community. It could be the character of a suburb (e.g. the Art Deco character of Napier's central business district); the arts; historical buildings and places; and cultural, community and sport events and activities.

Rural

Consequences on the rural environment may have unique challenges that may benefit from being identified/considered as a separate environment when identifying consequences. The rural environment is predominantly focused on the primary industries/producers sector.

If a rural environment is used to assist identification of consequences, careful consideration needs to be given as to whether consequences for lifestyle blocks and rural residential occupiers, Māori land and households living in remote areas are incorporated in this environment or if they are considered to be in another.

PART B: Preparing for Recovery

Considerable work is required prior to emergencies to ensure that CDEM Groups, territorial authorities, partner agencies and communities are ready for recovery. Part B of the Recovery Preparedness and Management Director's Guideline provides guidance on how CDEM Groups and local authorities need to prepare for recovery. This Part describes what CDEM Groups and local authorities need to do before an emergency when preparing for recovery and provides guidance on operational recovery planning. It also explains how operational recovery planning relates to the requirements for Strategic Planning for Recovery.

The purpose of Part B is to provide guidance on how to prepare for recovery.

It is recommended that Part B is read in conjunction with Parts A and C of the Recovery Preparedness and Management Director's Guideline. Parts A and C provide foundational information on recovery in New Zealand and guidance on how to manage recovery.

Section 8 Preparing for Recovery

This section explains why CDEM Groups, territorial authorities and partner agencies must prepare for recovery and why it is essential to understand community values and priorities while preparing. It describes what CDEM Groups and local authorities need to do before an emergency when preparing for recovery, including operational recovery planning, establishing governance, coordination, information management and financial arrangements, building and maintaining relationships, and investing in professional and capability development. This section also describes the scope of a pre-emergency operational recovery planning and how operational recovery planning relates to the requirements for Strategic Planning for Recovery.

8.1 Why do we need to prepare for recovery?

Emergencies often result in a need to recover, with the scale and nature of recovery varying for each emergency. Irrespective of this, communities will often need support to adapt to any changes to their pre-emergency lives. Because of the profound, life-changing and long-lasting consequences emergencies can have for individuals and communities, recovery can be a long and complex process involving many individuals, agencies, organisations and groups.

In the same way that CDEM Groups, territorial authorities and partner agencies prepare for response (which, although initially can be very complex and fast moving, is shorter than recovery), they must also prepare for recovery, enabling them to support individuals and communities to recover and navigate this complexity. Preparing for recovery by establishing processes, procedures and protocols before an emergency for coordinated post-emergency recovery planning and implementation greatly enhances the speed and success of recovery[85].

Preparing for recovery:

- helps to ensure **efficient and effective support and services** that meet community needs are available as soon as possible after an emergency

- enables recovery activities to be started immediately after an emergency to **support individuals and communities regain a quality of life as quickly as possible**

- assists in **managing the complexity** of recovery

- **clarifies roles and responsibilities** in recovery

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[85] Federal Emergency Management Agency. 2016. *National Disaster Recovery Framework*, 2nd ed.

- **encourages communities, agencies, organisations and groups to collaborat**e in recovery

- **increases understanding of the hazards and risks** present in a community, the **possible consequences** that could result from an emergency, **and the support the community may need**

- **empowers the community** to exercise a high degree of self-determination and enables them to actively contribute to planning

- **provides assurance to the community** that they are adequately prepared to recover from an emergency

- **provides assurance to CDEM Groups and Government** that the community is adequately prepared to support and manage a recovery

- **helps to manage expectations** of potentially affected communities and individuals and organisations involved

- **ensures recovery processes, procedures and agreements are in place and ready to be used** such as financial, funding, reporting and personnel, and

- establishes pre-emergency **societal measures** that can be used post-emergency to identify risks, impacts and consequences and measures against them to determine the effectiveness of recovery activities.

Understanding community values and priorities for recovery

Knowing and understanding what drives communities is essential and is a crucial part of preparing for recovery. Engagement with a community before emergencies can inform decisions and choices over the priority of essential community assets such as sports clubs, schools, or religious or historic landmarks. It can help communities prepare for the ongoing stressors that people and communities inevitably face during recovery.

Pre-emergency conversations should be had between emergency managers, community development staff, planners, local authorities, CDEM Groups, and community leaders and their communities. These should cover what the community values, what is critical to the functioning of the community, the community's strengths and vulnerabilities, needs and priorities and how to best apply community assets.

It can be challenging for affected communities to engage in strategic planning conversations after an emergency as their priority is the immediate needs of individuals or family/whānau. Communities are more likely to engage with these conversations when they are not dealing with the impacts of an emergency.

Community values may change once an emergency occurs. Values, functions, strengths, vulnerabilities, needs and priorities identified before an emergency should be revisited after the emergency.

Knowing what is important

As well as understanding a community's values and priorities for recovery, organisations that lead recovery need to understand the potential consequences and opportunities; capability; capacity and leadership needs; specific hazards and risks; the critical success factors for recovery; and how recovery activities will be managed, prioritised, communicated, monitored and evaluated.

More information

More information on understanding community values and priorities and what is important prior to emergencies is available in the *Strategic Planning for Recovery Director's Guideline [20/17]* at www.civildefence.govt.nz.

8.2 Strategic planning for recovery

Legislative requirement for strategic planning for recovery

Under the *CDEM Act 2002*, CDEM Groups are required to state and provide for strategic planning for recovery from the hazards and risks in their Group Plan. Strategic planning for recovery focuses on determining what CDEM Groups and each member need to do to ensure their communities are well-placed and supported to recover from any emergencies resulting from the hazards and risks identified in the CDEM Group Plan.

Strategic planning for recovery identifies actions that can be taken before an emergency to reduce the consequences of an emergency. It is also an opportunity to engage with communities and build the correct foundations before an emergency so communities are well-placed and supported to recover. These foundations allow for recovery to be supported and managed effectively when an emergency occurs.

The actions required in strategic planning for recovery prior to emergencies are[86]:

- understanding community values

- establishing community visions, goals and priorities

- understanding the nature of communities across the four environments

- understanding hazards, risks and consequences

- linking recovery planning to existing and future reduction programmes

- improving recovery management capability, capacity, collaboration and leadership

- developing a performance framework for monitoring and evaluation, and

- implementing strategic recovery actions.

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[86] National Emergency Management Agency. 2017. *Strategic Planning for Recovery Director's Guideline [20/17]* at www.civildefence.govt.nz.

Preparing for operational recovery management

While the above actions are required for strategic planning for recovery, planning is also required to ensure preparedness for the operational management of recovery following emergencies. This planning is complementary to the requirements of strategic planning for recovery and is explained in more detail in *Section 8.3*.

Linking recovery to risk reduction

One element of strategic planning for recovery is determining how recovery risks can be managed through additional reduction, readiness, response and recovery measures.

By building recovery considerations into existing planning documents, such as District Plans and Long-term Plans, it is possible for local authorities to minimise the recovery effort needed after emergencies by allocating resources and investment across the 4Rs prior to emergencies.

Link between strategic planning for recovery and operational recovery planning

Figure 6 illustrates the linkages and differences between strategic planning for recovery and operational recovery planning (the focus of this guideline). The figure shows how the two types of planning focus on different elements of recovery and the feedback loops between the two.

More information

More information about strategic planning for recovery including how strategic planning for recovery outcomes can be applied to a specific emergency is available in the *Strategic Planning for Recovery Director's Guideline [DGL 20/17]* at www.civildefence.govt.nz.

Strategic Planning for Recovery
"Where we are, where we want to be, and how we'll get there"

Operational Recovery Planning and Management

Strategic Planning for Recovery DGL

provides

Strategic Planning for Recovery Process

Strategic Actions and Priorities
"What we'll focus on to get better at recovery"

is outlined in

CDEM Group Plan

is operationalised through

Recovery Work Programme

may include

- Operational Planning
- Training/Capability Development
- Community Engagement
- Relationship Building

BEFORE Emergency
"How we'll manage recovery"

Incident / Emergency

AFTER Emergency
"How we'll manage this recovery"

Recovery Preparedness and Management DGL

provides guidance to do

provides guidance to develop

Operational Planning

resulting in

Recovery Plan
"How we'll do it"

provides basis for

form building blocks for

Emergency-specific Recovery Plan
"How we'll manage / support this recovery"

Recovery Action Plan #1 → **Recovery Action Plan #2** → **Recovery Action Plan #3**
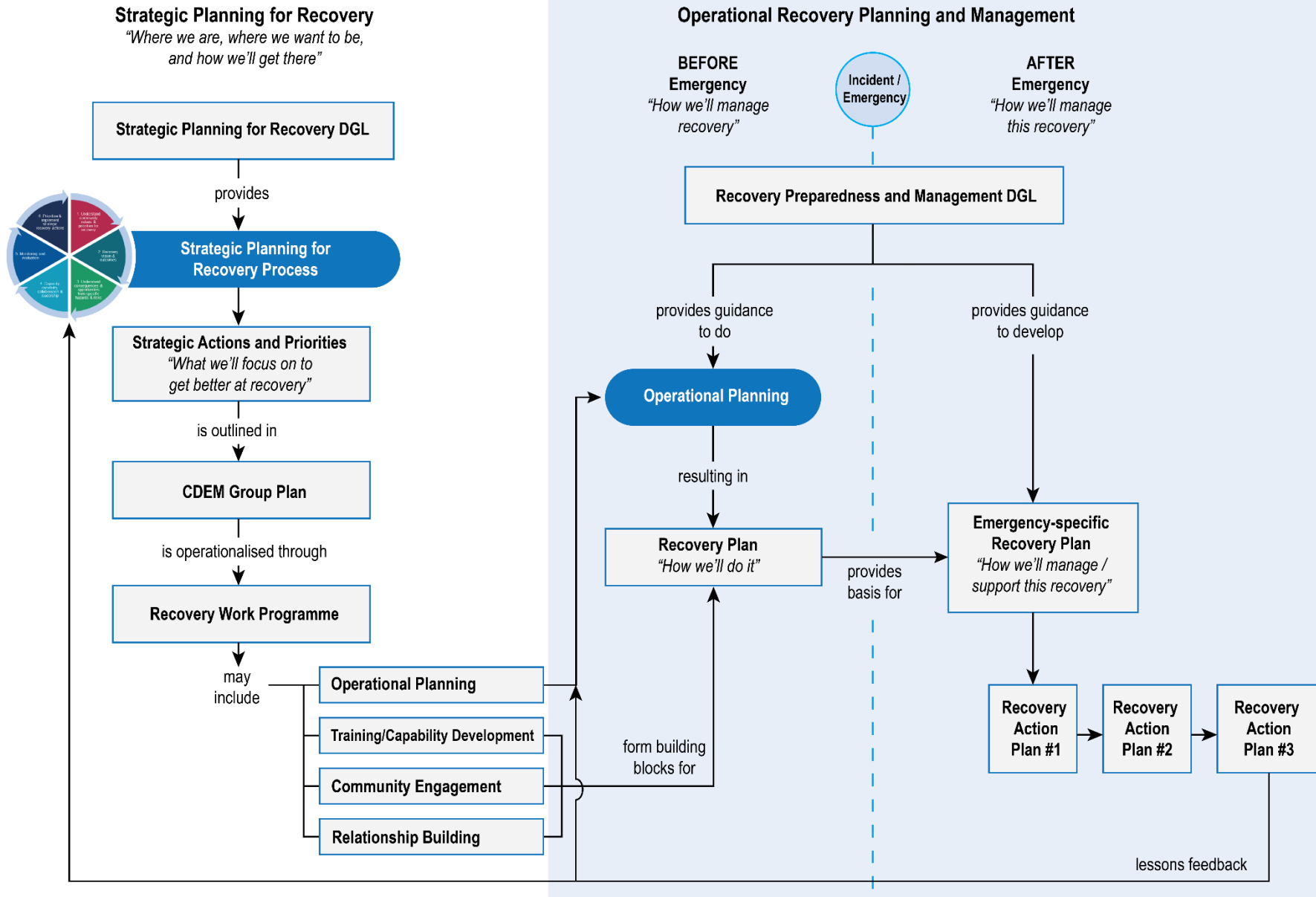
lessons feedback

Figure 6: Link between strategic planning for recovery and operational recovery planning

8.3 Operational recovery planning

Purpose of operational recovery planning

Operational recovery planning ensures that:

- scalable, flexible and adaptable procedures, processes and ways of working during recovery are agreed upon and established

- training is provided so procedures and processes for recovery management are understood and that recovery personnel are able to apply them (refer to *Section 8.1*)

- governance and coordination arrangements and structures can be implemented quickly to ensure timely and efficient support to affected communities

- information is collected, collated and protected

- the consequences of the emergency are minimised

- duplication of effort or inefficiencies are minimised, and

- communities and wider stakeholders have confidence in the ability of recovery leaders and agencies to manage recovery activities.

Scope of operational recovery planning

In addition to building recovery foundations during strategic planning for recovery, CDEM Groups and local authorities need to plan for how recovery will be managed and supported at an operational level. This pre-emergency operational recovery planning needs to consider:

- recovery governance

- relationship building and management

- coordination arrangements

- professional development and training

- information management

- financial arrangements

- monitoring, reporting and review, and

- the processes for starting recovery in response, and moving from response to recovery (refer to *Section 10* for more information).

CDEM Groups also need to establish other key arrangements. The Recovery Manager, or the person delegated the function to plan for recovery by the CDEM Group, needs to take the lead on confirming these arrangements with support from the local authority Chief Executive and Chief Financial Officer, Coordinating Executive Group, Joint Committee and CDEM Group Manager.

These arrangements include the following:

- **streamlining processes** to be used in recovery including processes that determine the arrangements and efficient recruitment of a Recovery Team

- **emergency business transaction arrangements** with contractors. This may involve preparing Memorandums of Understanding or pre-preparing contracts

- **knowing how to 'activate' recovery** (refer to _Section 10_) including knowing the initial steps and actions to take, where to seek relevant information and support, and how to fill out appropriate forms such as for giving notice of a local transition period. This includes planning how the Recovery Manager will be supported during response including how they can be supported to understand requirements, responsibilities and implications of other legislation and regulations (other than the _CDEM Act 2002_)

- **building management processes** including requirements for building assessments, resources, how demolitions will be handled, where waste will be stored and how hazardous substances will be identified and dealt with, including working with Building Control Managers

- the process for **determining when the scale of recovery is larger than can be dealt with locally** and what additional support may be required and where it will be sourced from. This includes considering how arrangements for locally manageable recoveries can be bolstered and supported by other CDEM Groups or national agencies

- establish **systems and processes for impact assessment and welfare needs assessment** including the collection and collation of assessment information, including working with Welfare Managers, and

- knowing who will be **the face or spokesperson for recovery**. Different leadership skills may be needed for different phases of the recovery, which may alter who leads or is the spokesperson for recovery.

Pre-emergency Recovery Plan

The result of operational recovery planning and established arrangements should be recorded in a pre-emergency Recovery Plan. This Recovery Plan should describe "how we'll do recovery" and will form the basis for managing and supporting recoveries and developing emergency-specific Recovery Plans.

The scope of the pre-emergency Recovery Plan should include the considerations and arrangements listed in _Scope of operational recovery planning_ above.

Refer to _Section 12.5.1_ for more information on emergency-specific Recovery Plans.

Scenario-based planning

Scenario-based planning is a tool that can be used to assist pre-emergency operational recovery planning. It can be used to better understand the potential consequences from different hazards and risks in the area so that local authorities and CDEM Groups can ensure they are prepared to deal with the consequences. Existing hazard contingency plans could include a specific recovery section, outlining what forecast recovery consequences for

specific hazards may be. This can provide an indication of the scale and consequences required to be managed post-emergency.

The use of scenarios can help to identify areas where additional planning is needed or where arrangements and processes need to be established. It can also be beneficial in building recovery awareness and capability.

8.3.1 Monitoring, evaluating and reporting

Pre-emergency   CDEM Groups are responsible for ensuring that CDEM Group Plans are implemented, including planning for recovery and arrangements. This means that recovery planning and arrangements must be regularly monitored and evaluated to ensure that:

- recovery preparedness objectives are being met, and

- arrangements based on the assessed risks are current and relevant.

Recovery capability and capacity needs to be continually monitored and evaluated to ensure that CDEM Groups, local authorities and agencies have the ability to support recovery activities.

For CDEM Groups to meet their requirements, CDEM Group Recovery Managers and local Recovery Managers, alongside Emergency Management Officers, will monitor and evaluate CDEM Group and local recovery arrangements and work programmes.

More information   More information about monitoring and evaluation (including the CDEM Monitoring and Evaluation Programme) is available at www.civildefence.govt.nz.

8.4 Recovery governance

Recovery governance focuses on strategic decisions, rather than the day-to-day delivery of recovery activities. Governance ensures that recovery objectives, and ultimately community outcomes, are not lost in the day-to-day activities of recovery.

It is crucial that the CDEM Group and local authorities establish recovery governance arrangements prior to an emergency to confirm and assign roles, responsibilities, accountabilities, functions and decision-making processes during recovery. An important element of this is agreeing on the difference between strategic decision-making and operational decision-making.

In doing so, recovery personnel and organisations understand their roles and responsibilities, and are capable of supporting the recovery from day one.

Good governance

Good governance is[87,88]:

- participatory
- equitable and inclusive
- transparent, open and effective
- responsive, and
- effective and efficient.

Good governance in recovery:

- improves performance and community outcomes
- has a defined vision for the future of the community
- takes a big picture view of recovery and understands the impact of decisions on others
- ensures there is accountability and oversight of operations
- manages risk, and
- finds the right balance between making short-term gains and building long-term outcomes.

Effective governance provides visible and strong leadership to ensure all decisions contribute to the achievement of recovery objectives.

What is recovery governance?

Recovery governance is the process by which affected communities, agencies and organisations:

- determine what is to be done, how it is to be done and who it is to benefit, and
- apply themselves to implementing these decisions.

In other words, it is about how recovery is collectively managed and overseen at the highest level and considers where recovery is now, where it is going and what is needed to get there. It can be simply defined as the process of joined-up thinking and decision-making, and the process by which decisions are implemented (or not implemented)[89].

There are many layers of governance, including[90]:

- local authorities
- CDEM Groups
- central government

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[87] United Nations Economic and Social Commission for Asia and the Pacific. 2009. *What is Good Governance?* https://www.unescap.org/sites/default/files/good-governance.pdf
[88] http://www.localcouncils.govt.nz/lgip.nsf/wpg_url/About-Local-Government-Local-Government-In-New-Zealand-How-councils-should-make-decisions
[89] Modified from United Nations Economic and Social Commission for Asia and the Pacific. 2009. *What is Good Governance?* https://www.unescap.org/sites/default/files/good-governance.pdf
[90] Modified from United Nations Economic and Social Commission for Asia and the Pacific. 2009. *What is Good Governance?* https://www.unescap.org/sites/default/files/good-governance.pdf

- iwi

- non-government organisations

- community groups

- community leaders

- the private sector, and

- politicians.

Each agency, organisation or group will have its own internal governance arrangements, focusing on their particular priorities. However, they also need to come together and have responsibility for recovery outcomes — this is recovery governance.

In the recovery context, there are two layers of governance: strategic governance and operational management.

Leveraging and fitting with business-as-usual structures

Recovery governance should build on, rather than replace, existing local arrangements, where appropriate. Existing arrangements that could be leveraged include Council committees, Coordinating Executive Group, Joint Committee and Recovery Committees.

As the Joint Committee and each member is responsible for planning and carrying out recovery activities, regardless of the scale of recovery, the Joint Committee needs to be kept informed of recovery progress, priorities and risks.

Who is responsible for governance?

Both CDEM Groups and local authorities are responsible for governance at the local level.

Recovery management experience in New Zealand shows that, in general, Territorial Authorities play the primary governance role for their area, usually via the full Council or a Council Recovery Subcommittee delegated by Council. CDEM Group Joint Committees generally provide oversight and support to Territorial Authorities, especially where recovery crosses more than one Territorial Authority area. This Council Recovery subcommittee may consist of the Mayor, Chief Executive, Local Recovery Manager, Chief Financial Officer and iwi. The CDEM Group Recovery Manager may also sit in the group in an advisory / subject matter expert role.

Governance at the local level is complemented by any national governance arrangements that are in place.

Other individuals, agencies or groups may need to inform the strategic governance group. For example:

- key community leaders

- agency representatives, e.g. the New Zealand Transport Agency if there is considerable damage to a state highway, and

- subject matter experts for local knowledge, service delivery or advice.

The exact makeup of the strategic governance group may vary for each recovery depending on the scale and consequences of the emergency. However, people that are likely to be involved need to be aware before an

emergency of their roles, responsibilities, accountabilities and functions, and the process for decision-making during recovery.

Governance responsibilities

A governance group is able to remove barriers impeding recovery, provide visible and strong leadership and ensure all decisions contribute to the achievement of recovery objectives.

A governance group is responsible for:

- setting priorities and objectives and managing competing priorities
- ensuring recovery objectives are being met
- ensuring adequate supply and distribution of resources for recovery management
- promoting community self-determination and supporting community-led initiatives
- ensuring the community is involved in the development of objectives and is engaged and informed
- ensuring the views of those impacted by their decisions are taken into account, and
- ensuring recovery is in line with best practice and national guidance.

Real world example

In January 2017, the National Recovery Manager, delegated after the November 2016 earthquakes and tsunami, convened a Chief Executives' Forum, with membership including the affected South Island local authorities and Ngāi Tahu. Key central government agencies attended, including the Department of Internal Affairs; the Ministry for Business, Innovation, and Employment; the Ministry for Primary Industries; the New Zealand Transport Agency; and District Health Boards.

In 2015, a Future Planning Working Group was established in Franz Josef / Waiau. Members included representatives from Westland District Council, West Coast Regional Council, Te Runanga o Makaawhio, the Department of Conservation and the Community Development Officer, as well as eight community-elected representatives. The Working Group developed a broad list of projects to improve resilience of Franz Josef / Waiau, and built trust between the community and agencies. When part of Franz Josef / Waiau flooded in 2016, the group provided a useful forum, with the input of community members and agencies, to discuss and begin jointly planning the recovery, future and development of the town. This ensured town planning reflected community knowledge, wishes and aspirations, and agencies ensured the planning was feasible in terms of legislative, technical and financial restrictions.

Operational recovery management

Operational management focuses on coordinating the delivery of recovery activities and associated decisions and actions. People responsible for management implement decisions of the strategic governance group by coordinating, managing and directing activities.

Management is responsible for:

- implementing decisions of the strategic governance group

- identifying, understanding and taking action on priorities

- developing recovery objectives, a Recovery Plan/Strategy, a Recovery Action Plan and an Exit Strategy

- coordinating and managing recovery activities

- identifying, obtaining and distributing resources

- promoting community self-determination and supporting community-led initiatives

- engaging and communicating with the community

- monitoring and reporting on recovery, particularly to the strategic governance group, and

- controlling expenditure and maintaining accountability.

Who is responsible for operational recovery management?

Recovery Managers at both the CDEM Group and local level are responsible for recovery management, if delegated authority by the CDEM Group or authorised under the *CDEM Act 2002* during a transition period. Recovery Managers are usually supported by Recovery Teams and recovery environment sector groups.

The exact management arrangements may vary for each recovery depending on the scale and consequences of the emergency. However, people need to be aware of their roles, responsibilities and accountabilities and the process for decision-making during recovery before an emergency.

Decision-making processes

Alongside defining the roles and responsibilities of strategic governance groups and operational recovery management groups, and planning for the groups' establishment following an emergency, the process for decision-making needs to be confirmed. This includes how decisions will be made, who will make them, how decision-makers will be supported to make these decisions and how conflicts will be resolved. Business-as-usual processes may be used as a basis for these processes but they need to be assessed to determine if they will be appropriate for use during recovery.

8.5 Relationship building and management

Importance of relationship building and management

Relationship building and management underpins all aspects of recovery, and developing effective working relationships prior to emergencies can significantly enhance the effectiveness of the recovery process.

Effective relationship management builds an understanding of roles, responsibilities and the strengths of partner agencies, and builds trust and credibility between agencies and communities over time. It also assists with speeding up the establishment of a Recovery Team following an emergency.

Recovery leaders and managers at both the local and regional levels have responsibilities for encouraging effective relationship management prior to recovery.

Benefits of relationship building and management

There is evidence that forging effective links and relationships between people and agencies prior to recovery leads to further improvement during recovery management. The use of existing networks is the preferred way to build relationships; however, recovery leaders and managers need to evaluate what other relationships may need to be developed to deliver recovery effectively.

Primary relationships required at the local level

The primary relationships required for a Recovery Manager at the local level are with[91]:

- Territorial Authority staff and Councillors; Chief Executives and senior management teams; Mayor and Councillors; and senior managers, especially those responsible for infrastructure, building consents, community development, communications and information management

- the Local Controller, Local Welfare Manager and Public Information Manager

- the CDEM Group Recovery Manager

- the National Emergency Management Agency Regional Emergency Management Advisor

- emergency management officers and Local Recovery Team staff

- iwi leaders

- local recovery environment sector group representatives and Chairs

- local community leaders and contacts, and

- business leaders and business groups.

Primary relationships required at the CDEM Group level

The primary relationships required for a CDEM Group Recovery Manager are with[92]:

- the CDEM Group Joint Committee, CEG and CDEM Group Manager

- the National Emergency Management Agency Regional Emergency Management Advisor

- the National Recovery Manager (if delegated) and the National Emergency Management Agency Recovery Team

- representatives (may be regional or national) of Government agencies and organisations

- the Group Controller, Group Welfare Manager and Public Information Manager

- Local Recovery Managers

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[91] This is not an exhaustive list. A Recovery Manager at a local level should have relationships with many additional organisations, agencies and groups.
[92] This is not an exhaustive list. A CDEM Group Recovery Manager should have relationships with many additional organisations, agencies and groups.

- iwi leaders

- recovery environment sector group Chairs and representatives, and

- Group Recovery Team managers and staff, particularly those in planning and intelligence, information management and public information management.

More information

See the *CDEM Competency Framework Role Map: Recovery Manager* under Key Area 1: Relationship Management (p. 10) for more information on relationship building and management, available at www.civildefence.govt.nz.

8.6 Recovery coordination arrangements

If collaboration fails, recovery efforts can be hampered, causing delays and – in the end – poor outcomes for affected communities[93].

Clear recovery coordination arrangements provide a solid foundation for recovery management. Coordination arrangements enable recovery issues to be assessed and evaluated, priorities determined, agencies and organisations engaged, and key resources identified and coordinated.

A key lesson learned from recent recoveries, including the November 2016 earthquake and tsunami, is the importance of establishing recovery coordination arrangements prior to an emergency including determining individuals and functions that may be needed and the roles and responsibilities of those functions.

Coordination arrangements

Recovery coordination arrangements need to be based on arrangements that have proven to be effective over the long-term and that are complementary to existing CDEM arrangements and best practice (as described in this guideline).

Recovery coordination arrangements are unlikely to be 'one-size-fits-all', as they need to be flexible and adaptable based on the actual consequences of each emergency.

Planning for coordination arrangements before an emergency and having arrangements that are flexible and adaptable may appear to be at odds. However they reflect a need to have both clarity prior to emergencies and considerable flexibility to reflect the uncertain nature of recovery management over time.

An example fundamental recovery management arrangement is shown in *Figure 7*. It provides a more detailed view of the local and regional level in *Figure 4*. Note that *Figure 7* does not show the connections with the CDEM Group (when applied at a local level) and national level. Refer to

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[93] Office of the Auditor-General. 2012. Roles, responsibilities, and funding of public entities after the Canterbury earthquakes, 9.

Accountability and communication lines in this <u>*Section 8.6*</u> for more information on accountability and communication lines between the layers.

Governance

**Territorial Authority (Local)
CDEM Group (Regional)**

Communication
Accountability

Advisory

**Coordinating Executive
Group**

**National Emergency
Management Agency**

Recovery Manager

Core Recovery team

**Health and Safety,
Risk Management**

Administration

Logistics

Operations

Planning

**Public Information
Management /
Community Engagement**

**Intelligence, Monitoring
and Evaluation**

Welfare

Operational delivery

**Social Environment
Sector Group**

**Economic Environment
Sector Group**

**Natural Environment
Sector Group**

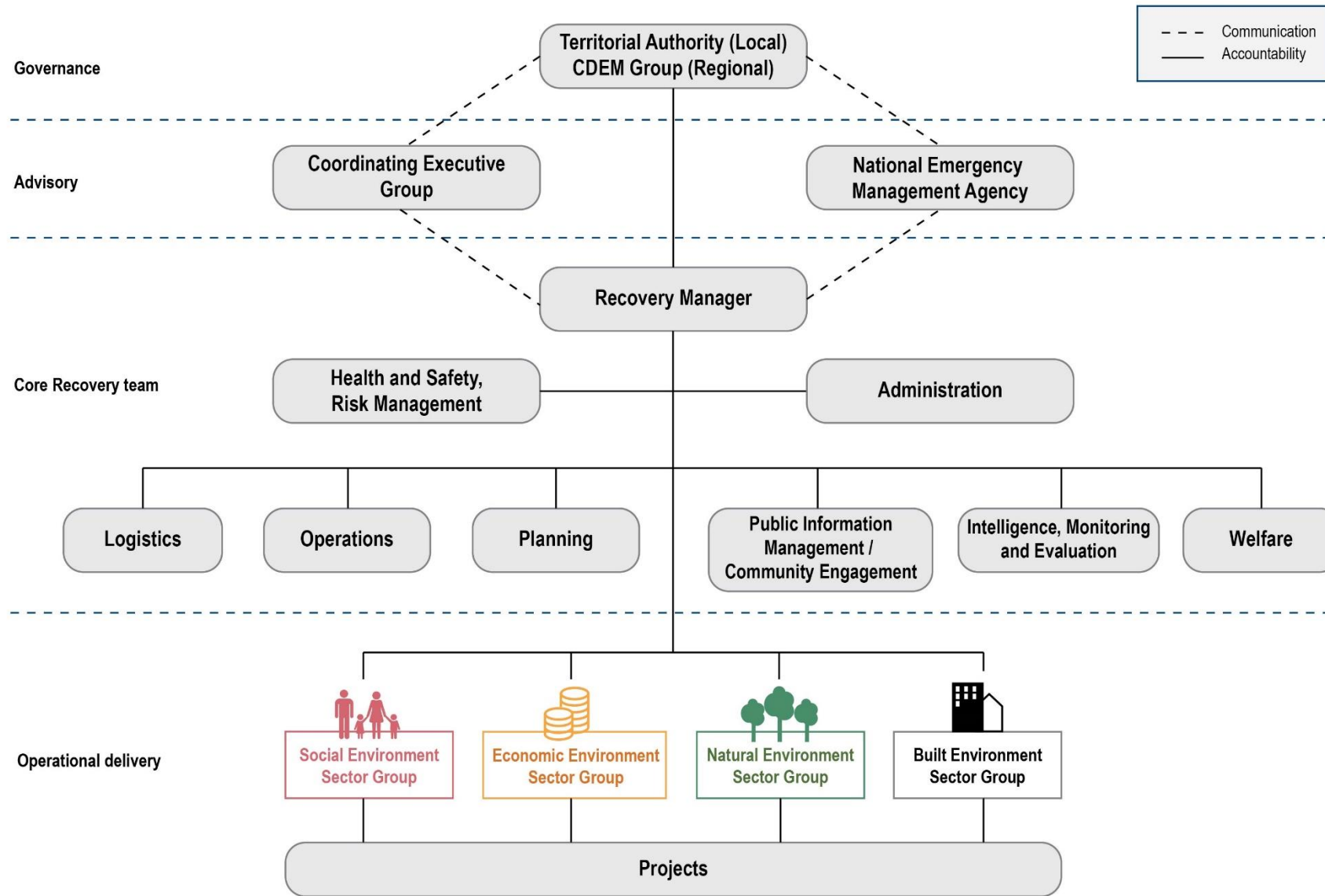**Built Environment
Sector Group**

Projects

Figure 7: Fundamental local and regional recovery management arrangements

Recovery offices

A recovery office is a facility that may be established to consolidate the recovery arrangements and to provide a centralised location for the Recovery Manager, the Recovery Team and others supporting recovery to work from. Recovery offices at the CDEM Group and local level should be set up using the recovery management arrangement outlined above and the considerations in *Section 12.4*.

For small- to moderate-scale emergencies, if recovery offices are set up, they will likely be established at either the local or CDEM Group level.

For large-scale emergencies, a National Recovery Office may be established alongside either the CDEM Group or Local Recovery office.

Before an emergency, the following factors need to be considered for the physical set-up and location of the office:

- *Location*: Recovery offices need to be located appropriately to service the area, district or region affected. Consideration should be given to where an office could be located in different scenarios. This could extend as far as pre-establishing arrangements for utilising particular buildings.

- *Space and amenities* such as workspaces and meeting rooms: Depending on the scale of the emergency, a Recovery office will need to support permanent staff members and visitors, and be flexible enough to allow for these numbers and required space to evolve over the course of a recovery.

- *Equipment and supplies:* Consideration should be given to what equipment and supplies will be needed to support recovery office activities (e.g. computers, phones, photocopiers) and where they can be sourced from at short notice. It can take time to source and set up a facility with the appropriate equipment, so thought should be given to pre-arranged agreements to avoid delays caused by lack of equipment and supplies.

- *Staffing:* How a Recovery Team/office is staffed needs to be considered pre-emergency. For example, will staff be seconded to the Team and their business-as-usual roles backfilled? Refer to *Section 12.4* for more information.

Accountability and communication lines

A key factor that the CDEM Group needs to determine in pre-emergency operational planning is reporting and communication lines. *Figure 7* provides an example of these in the fundamental local and regional recovery management arrangement.

Accountability lines are lines of management or, in other words, who someone reports to. For example, the Local Recovery Manager is likely to be accountable to the local authority Chief Executive[94].

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[94] This doesn't exclude a Local Recovery Manager needing to follow any direction given by the Group Recovery Manager during a transition period. Refer to *Following direction during a local transition notice* in *Section 5.7* for more information.

Communication lines are where information flows. For example, the Recovery Manager needs to keep the Chief Executive, the Mayor, the CDEM Group Manager, the Joint Committee and the National Emergency Management Agency informed about progress, risks and issues. This includes reporting to the National Emergency Management Agency so they are able to inform the Minister of Civil Defence (refer to *Section 5.1* for further information on the National Emergency Management Agency's reporting role in recovery).

There is a clear distinction between accountability and communication lines and they need to be understood before an emergency to remove any confusion during recovery.

Link to starting recovery and moving from response to recovery

Clear coordination arrangements will assist management of the initial stages of recovery and the process for moving from response to recovery. Recovery Managers must be familiar with the arrangements during the response phase that lead into recovery management (refer to *Section 10* and *Section 11*).

8.7 Professional and capability development

Overview

Professional and capability development for recovery refers to the advancement and maintenance of skills, knowledge and attributes for effective recovery management. It includes all formal and informal learning experiences that can improve an individual's performance, including training and exercising.

The aim of professional and capability development is to ensure that staff with recovery responsibilities can perform their roles effectively.

Professional and capability development for recovery needs to occur across all staff and agencies with recovery responsibilities, especially those with leadership positions. Capability development and exercising helps to build relationships among agencies, and can assist efforts to improve community awareness and resilience.

The role of Recovery Managers[95]

CDEM Group and Local Recovery Managers, where appointed, have a role in helping to ensure that local recovery capability is maintained and enhanced via professional development and training. CDEM Group Recovery Managers also have a role in helping to ensure that professional development and training for recovery is coordinated across the CDEM Group.

Recovery capability and capacity

The capability and capacity needed to support recovery activities needs to be identified as part of strategic planning for recovery. This will help identify where these skills can be sourced from within local agencies and

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[95] Refer to *Sections 5.4-5.7*

organisations, and how regional and central government support can be accessed and support collaborative work in developing relevant capabilities.

8.7.1 Capability development and exercising

Capability development

Both CDEM Group Recovery Managers and Local Recovery Managers, in conjunction with Emergency Management Officers responsible for training and exercising, may facilitate training and exercises that involve recovery stakeholders. Capability development and exercise topics of particular relevance to recovery include:

- CDEM fundamentals
- Recovery Team roles and activities
- agency roles and expectations
- communication and engagement
- welfare management, and
- building and infrastructure management.

Exercise programmes

Recovery exercise programmes should be appropriate to staff development needs, ensure regular training opportunities and, where practicable, be conducted in conjunction with response exercises.

Regular testing of recovery plans through exercising is an appropriate way to ensure that arrangements are up to date and workable.

8.7.2 Professional development and training for Recovery Managers

The following professional development and training is recommended for Recovery Managers (Group, Local, and their alternates).

Core understanding

It is essential that all Recovery Managers have a core understanding of:

- the principles of CDEM and recovery, including psychosocial support
- the Coordinated Incident Management System (CIMS)
- recovery roles and responsibilities, including CDEM Group Joint Committees, Coordinating Executive Groups, Territorial Authorities, recovery sector environment groups and Government
- CDEM Group Plans; CDEM Group Recovery Plans; and Local Recovery Plans, Annual Plan and Long-term Plan processes, and
- the Recovery Preparedness and Management Director's Guidelines (this document).

Core training requirement

The core training requirement for all Recovery Managers (Group, Local, and their alternates) is to meet training standards set by the National Emergency Management Agency and relevant regulations for training if developed in the future.

Capability Framework	The Emergency Management People Capability Framework[96] defines the essential and desirable attributes of Recovery Managers. These are:

- setting direction
- leading people
- managing self
- managing relationships
- engaging and partnering with Māori, and
- delivering results.

Leadership	A Recovery Manager needs to be able to facilitate the development and articulation of a recovery vision, creating an environment that empowers others to act and succeed. They also need to develop and embed personal and organisational resilience. Recovery Manager leadership is demonstrated through strategic decision-making via empathy, realism, consistency and communication. Leadership skill development for a Recovery Manager is critical.

Refer to *Section 10.1* for further information about *Leading in Recovery Management*.

More information	More information on the Response and Recovery Leadership Capability Development Programme is available at https://dpmc.govt.nz.

8.7.3 Controllers, recovery environment sector group Chairs and Recovery Team personnel

Professional development for other recovery staff	Controllers, recovery environment sector group Chairs and Recovery Team personnel should develop an understanding of recovery management via an induction or targeted training.

Professional development and training methods for all recovery personnel can include:

- participation in local training programmes covering CDEM and recovery fundamentals
- attendance at recovery forums, conferences or workshops.
- completion of the Integrated Training Framework course Introduction to Recovery and others, when available
- brief exercises at regular meetings

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[96] Currently under development. Refer to the National Emergency Management Agency website in the future for more information.

- having recovery roles and responsibilities in job descriptions and succession planning, and

- cross-CDEM-Group collaboration.

More information

More information on capability development, including the *Introduction to Recovery* course on takatū is available at www.civildefence.govt.nz.

8.8 Information management

Information management is a critical element of recovery management as it enables decisions to be made to ensure that the needs of the community are met. Information management is a challenge during recovery due to the need to bring together information from a wide variety of sources, collate information in a way that informs decision-making, and maintain the integrity and security of the information.

It is critical that systems and processes for information management are prepared before an emergency. Information management needs to be considered at both the CDEM Group and local level before an emergency. It should include processes for collection; management of information; and how the information will be collated, disseminated and reported upon at the CDEM Group and local level. These systems and processes should be based on those used during business-as-usual and/or response, where appropriate as information collection and management during recovery relies heavily on the information collected and managed during the response. Using the same systems and processes before, during and after an emergency, allow for ease of integration and information sharing. If existing processes and systems are not fit-for-purpose, new ones will need to be developed.

Information requirements during recovery usually comprise, but are not limited to:

- welfare needs and residential building assessments at a property scale

- public and commercial building impact assessments

- lifelines utilities impact assessments, which often apply to multiple infrastructure providers

- environmental impact assessments, and

- community engagement results.

Privacy

There may be privacy concerns with sharing information, particularly personal information. See *Section 12.9* for more information about the *Privacy Act 1993*.

Considerations pre-emergency

In preparing systems and processes for information management pre-emergency, the following actions need to be considered to minimise delays and frustration in recovery:

- having standardised data and information management on a shared platform

- establishing information management protocols based on business-as-usual and/or response protocols

- ensuring availability and capability of geospatial teams in local authorities or determining if additional capability or capacity will be needed

- determining why information will be needed in recovery, what information is needed and how to collect information via information/data collection plans. For example, number of dwellings impacted gives early indication of potential need for temporary accommodation and welfare services delivery in support of displaced people, including psychosocial support needs, lifeline utilities services delivery. This should inform what and how information is collected in response, and

- establishing arrangements and agreements for accessing and understanding key baseline data where possible before emergencies, such as school attendance records, numbers of people with critical medical dependencies, or economic activity. In some cases, this information will be confidential so it will be important pre-emergency to establish processes for information sharing to avoid delays when the information may be needed in recovery.

8.9 Financial arrangements

Recovery can be expensive. Pre-emergency operational planning needs to consider how recovery will be funded including how recovery staff will be funded, and local funding mechanisms and processes, as well as understanding the criteria, systems and processes for central government financial support. Planning also needs to consider the financial impact on business-as-usual work.

CDEM Groups, agencies and organisations need to financially plan for recovery so that funding arrangements are in place to allow for quick access to funding, particularly in the early phases of recovery. This includes CDEM Groups and each member establishing local funding structures, processes and delegations as well as understanding central government funding support and reporting requirements before an emergency.

While the basic financial arrangements for recovery are outlined within CDEM Group Plans, there is often insufficient detail for use during recovery hence more detailed planning for recovery is needed.

Local funding arrangements

Pre-emergency, local funding arrangements and processes need to be established and formalised. To do this, recovery operational planning needs to involve Chief Financial Officers for advice on how to financially prepare.

The following arrangements need to be planned for and understood by Recovery Managers, Chief Executives and Chief Financial Officers:

- funding arrangements for Recovery Managers, staff and offices at both the CDEM Group and local level during recovery management, including the ability to backfill business-as-usual positions

- Territorial Authority funding processes, mechanisms and arrangements for recovery management, and how these relate to CDEM Group funding arrangements

- processes for establishing and managing regional or local relief funds, including governance and disbursement arrangements. It is recommended that these funds are established prior to an emergency with a terms of reference and scope clearly articulated, the trustees identified, and the processes for application clarified

- the level of insurance of assets that may be damaged in an emergency, including the cost of replacement versus insurance

- Council insurance policies, including what they do and do not cover, for example do they allow for backfill of business-as-usual staff if they are seconded to the Recovery Team, and

- the threshold to be met by the local authority before government financial support is applicable.

Financial assistance for affected communities

Financial assistance involves providing information about, and access to, the range of financial assistance available to people affected by an emergency. It is a function that sits under Welfare in a response.

Recovery Managers and teams need to become familiar with financial assistance arrangements, particularly via the Group Welfare Manager.

Refer to *Section 12.13.3* for more information.

Government financial support to local authorities

The Guide to the National CDEM Plan 2015 provides information on the specific government financial support that may be available under certain circumstances and the eligibility criteria to support local authorities after an emergency.

It is important that Recovery Managers, local authority Chief Executives, Council Financial Officers, asset managers and operational staff understand Government funding mechanisms for supporting local authorities. This includes the financial support available for aspects of response and recovery such as eligible essential infrastructure recovery repairs, recovery management and how to access this support.

More information

More information about government financial support to local authorities is available in section 33 of *The Guide to the National CDEM Plan 2015* and in supporting Government financial support factsheets at www.civildefence.govt.nz.

More information about financial assistance is available in Section 13 of the *Welfare Services in an Emergency Director's Guideline [DGL 11/15]* and section 14.13 *Financial assistance sub-function* of *The Guide to the National Plan 2015* at www.civildefence.govt.nz.

More information about the requirements and procedures for local authorities when requesting government financial assistance for response and recovery costs for civil defence emergencies is available in the *Logistics in CDEM Director's Guideline [DGL17/15]* at www.civildefence.govt.nz.

More information about Government financial support is available in factsheets at www.civildefence.govt.nz (search 'funding').

PART C: Managing Recovery

PART C: Managing Recovery

In the recovery principles stated in the *National CDEM Plan 2015*, there are four principles that reflect how a recovery needs to be managed.

- Recovery consists of coordinated efforts and processes to effect the immediate, medium- and long-term holistic regeneration and enhancement of a community following an emergency and requires agencies and CDEM Groups to work together in establishing shared goals, priorities, strategies and information needs.

- Recovery involves the community and activities across the four recovery environments — social, economic, natural and built.

- Recovery should be flexible and scalable in accordance with meeting the needs of the community.

- Recovery measures should be pre-planned and implemented (with necessary modifications) from the first day of the response (or as soon as practicable) and should be coordinated and integrated with response actions.

Part C provides guidance on managing recovery. Section 9 provides an overview of the four stages of recovery management and Section 10 describes the initial recovery actions that should be taken following an emergency. Section 11 outlines how the move from response to recovery following an emergency needs to be planned and managed while Section 12 outlines the planning and activities that need to take place when managing and supporting recovery following an emergency. Finally, Section 13 describes how recovery arrangements are wound down once recovery activities no longer require arrangements to oversee and support activity.

The purpose of Part C of the Recovery Preparedness and Management Director's Guideline **is to provide guidance on managing recovery** in accordance with these principles.

It is recommended that this Part is read in conjunction with Parts A and B of the Recovery Preparedness and Management Director's Guideline, which provide foundational information on recovery in New Zealand and guidance on how to prepare for recovery.

Section 9 Stages of recovery management

This section provides an overview of the four stages of recovery management and highlights success factors that can help ensure a more effective recovery.

9.1 Four stages of recovery management

Four stages of recovery management

The management of recovery has four stages:

1. Starting recovery after an emergency

2. Moving from response to recovery

3. Recovery management including planning, activities, community engagement and monitoring and evaluation

4. Winding down recovery arrangements

The four stages are illustrated in *Figure 8*.

Stages 1 and 2 occur during response. Stages 3 and 4 occur following response and continue until the need for a formal recovery management process is over.
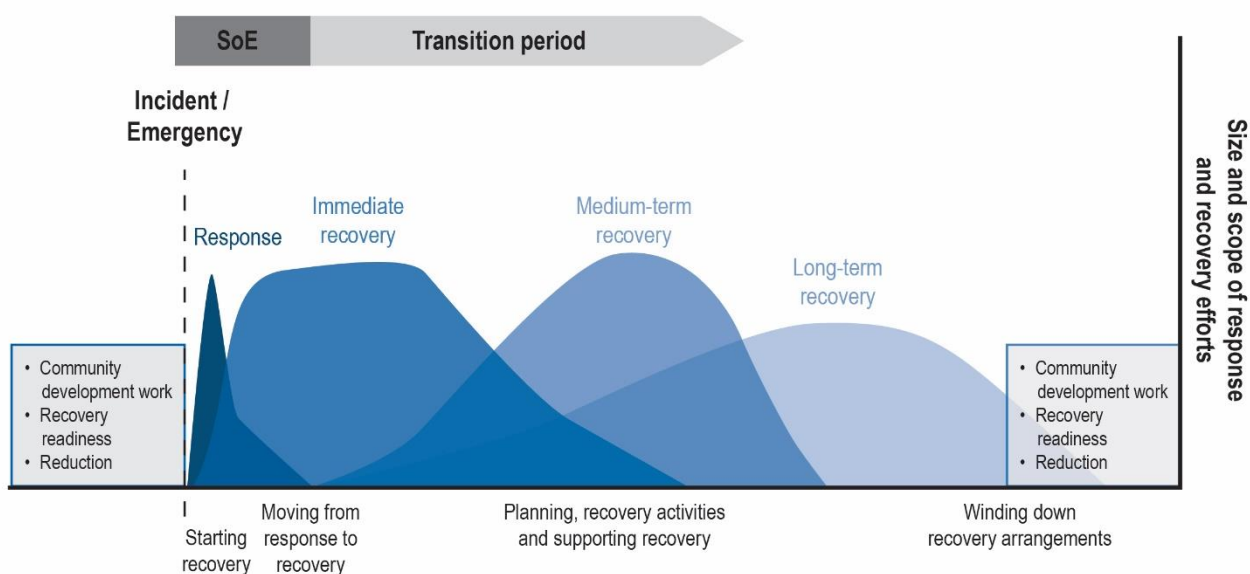
Figure 8: Four stages of recovery management

Moving between stages

Depending on the nature of the emergency, the experiences of communities between response and recovery may not be as smooth as the four stages appear. Communities may also move very quickly into recovery if the response to an incident was short, meaning that there will be very little response activity to be transitioned, and Recovery Managers should be prepared to undertake any impact or welfare needs assessments that may be required to inform recovery.

Similarly, efforts could move back and forth between response and recovery if secondary events occur such as flooding, aftershocks or erosion.

Controllers and Recovery Managers need to work together to maintain clarity of roles and responsibilities, and identify when it is appropriate to formally transition to recovery.

9.2 Recovery management success factors

Recovery management success factors

Experience has shown that the presence of the following factors can help ensure a more effective recovery[97]:

Comprehensive scope: Recovery activities are planned and delivered to support people, their culture and their place. Recovery efforts must address a continuum that includes individual needs as well as the needs of the community and surrounding environment.

Effective decision-making and coordination: This includes characteristics such as defining stakeholder roles and responsibilities; coordinating response activities with corresponding recovery functions; examining recovery alternatives, addressing conflicts, and making informed and timely decisions; and establishing ways to measure and track progress, ensure accountability, make adjustments, and reinforce realistic expectations.

Integration of community recovery planning processes: Recovery planning should be linked to other planning efforts and processes occurring in the community such as long-term planning and community-led planning, and criteria should be developed for identifying and prioritising key recovery actions and projects.

Well-managed recovery: Pre-emergency partnerships should be developed at all levels of government, with the private sector and with non-government organisations; effectively leveraging resources; seeking out and successfully using outside resources; establishing guidance for moving from response to recovery; and planning for surging personnel demands post-emergency.

Proactive community engagement, public participation and public awareness: Stakeholders work together to maximise the use of available resources; creating post-emergency recovery plans that can be implemented quickly; and making sure public information is actionable, effective and accessible to keep everyone informed throughout the recovery process.

Effective financial and programme management: Funding sources that can finance recovery are understood, external funding can be accessed, systems for internal financial and procurement are in place and the use of local businesses to support recovery of the local economy is maximised.

Organisational flexibility: Recovery arrangements at all government levels that can evolve, adapt and develop new skills and capacities to address changing recovery needs are in place; and facilitate compliance with laws,

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[97] Adapted from Federal Emergency Management Agency 2016. *National Disaster Recovery Framework* 2nd ed.

regulations, and policies; and ensure flexible staffing and management arrangements.

Resilient rebuilding: Taking into account ecological, environmental and local capacity; adopts sustainable and inclusive building techniques, building codes and land use practices; and incorporates risk reduction strategies into local governance and decision making.

Health integration: Health and wellbeing considerations and implications are included in recovery decision making.

Section 10 Starting recovery after an emergency

This section describes the initial recovery actions that should be taken following an emergency. It describes the complexity of leading during recovery including factors that influence the type of leadership needed. This section describes how to coordinate and integrate recovery with response and the initial recovery actions that a Recovery Manager needs to do. It also describes the Consequence Matrix tool that can be used by Recovery Managers and teams to gain a full-picture of the consequences in all recovery environments and all potentially impacted communities.

10.1 Leading in recovery management

Effective leadership and good governance are essential for providing clarity of roles, responsibilities and priorities during recovery and for setting the direction for the future after an emergency.

Leadership during recovery is highly demanding of individuals and requires different leadership skills compared to other processes and times. The strategic nature of leadership in recovery can be summarised as:

> *Leadership in recovery is different. It is chaotic, where black and white becomes many shades of grey. It will require more from you as a leader than any other role you've ever had. It's a horrible opportunity.*
>
> *You will think harder and faster. You will do more, feel more, learn more than ever before. It will require all the skills you have and all the skills you don't yet have. Recovery is not business as usual. It is challenging on every level and deserves superb leadership[98].*

Factors that influence recovery leadership

The following factors illustrate the complexity, scale and long-term nature of recovery leadership: [99]

- **Uncertainty**: Recovery leaders need to lead people to imagine the future when they are in an environment that is uncertain and rapidly changing. They have to make important decisions with limited evidence and do it with confidence.

- **Scale**: The size and complexity of what needs to be done can be overwhelming. Every aspect of life changes. Recovery leaders need to supersize their thinking, energy and vision.

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[98] NZ Red Cross. *Leading in Disaster Recovery: A companion through the chaos*, 4.
[99] NZ Red Cross. *Leading in Disaster Recovery: A companion through the chaos*.

- **Time**: Recovery leaders have to constantly make decisions between competing priorities, all of which are important but cannot be done simultaneously. Recovery leaders need to find creative solutions to deliver recovery outcomes under great pressure and often budgets diminish without reductions in expectation.

- **Psychology**: Impacted populations work differently. Chronic stress negatively impacts relationships, problem-solving, creative thinking and the ability to take on information. As people get worn down, trust, cohesion and niceties can be lost. Recovery leaders also need to show leadership amongst large, diverse groups with varying opinions.

- **Endurance**: Demands and expectations can be unrealistically high. It is difficult to maintain high velocity and high performance over many years.

> *"Recovery is about your community; it's about the people in your communities; it's about empowering them to positively adapt to their changing environments. It takes, energy, strength and commitment. It won't be easy, but it will be worth it. It's about your people, your community and getting them what they need. Look after yourself amongst it all, as you can't give from an empty cup".*
>
> Experienced Recovery Manager

Leadership appropriate to the scale and size

Recovery leadership and the arrangements that are put in place need to be appropriate to the scale and size of the emergency, as well as appropriate to support a community recover. Structures that come in over the top of established community structures seldom gain the buy-in and support of the community that is needed for recovery. Recovery leadership and the arrangements that support it need to be cognisant of the scale of the event and the community that is recovering.

Tailoring leadership

Leading in recovery involves collaborating with and sometimes leading alongside other leaders, including community leaders. Recovery leaders need to be cognisant of their leadership style and may need to tailor their style depending on the situation. Leaders in recovery may also change over time.

Maintaining a strategic focus

Recovery requires leaders to be able to have strategic oversight. Governance arrangements should support a Local Recovery Manager to maintain strategic oversight so that they are able to prioritise and make decisions that will support long-term recovery.

Roles, responsibilities and accountability

It is critical to be clear about the roles and responsibilities of those governing and leading a recovery. When roles are clear, a recovery is able to operate at its most effective.

Recovery leaders should have accountability measures in place to demonstrate performance in recovery. Recovery can be expensive, and

public entities managing recovery need to be accountable to communities for performance and public funding spent.

Living the recovery

People leading recovery, as well as people working in or supporting recovery, experience the consequences of an emergency alongside the community. It is important that recovery leaders are prepared to look after themselves and their teams.

Leading with empathy

The importance of leading with empathy cannot be underestimated.

Frustration and loss will inevitably be part of the challenges faced by recovering communities, which can create different behaviours. Recovery Managers need to be prepared for intense public scrutiny. Empathy fosters understanding and cohesion between individuals and groups, both within and between communities.

Empathy is key to making leadership decisions that reflect what is important to communities and what makes them thrive.

More information

See the New Zealand Red Cross', *Leading in Disaster Recovery: A companion through the chaos* for more information on recovery leadership, available at prepacenter.org/resources/leading-in-disaster-recovery.

10.2 Coordinating and integrating recovery with response

For affected communities, the process of recovering and regaining a sense of normalcy starts on the first day of an emergency. Although in the initial stages of an official response, the focus will be on protecting life and property and minimising further escalation of the emergency, considerations to how the community can be supported to recover from the emergency need to be incorporated. There may also be decisions or actions (or lack of) during response that could have implications for recovery. It is important to have resources focused on recovery alongside the official response.

'Activating' recovery

Recovery can be 'activated' during a slow onset incident or when a sudden incident or emergency impacts on a community or part of a community. This includes communities that may be indirectly affected; for example, damage to roading in a remote area where no-one is directly affected, but where the route may be a main artery for goods, services or tourism to a neighbouring community.

Activating recovery is likely to happen on day one of an emergency as the impacts of the event become apparent.

Coordinating and integrating recovery with response

Coordinating and integrating the Recovery Manager, and the core Recovery Team where applicable, with response will enable:

- the consequences for the community in the immediate, medium- and long-term to be better understood

- the Recovery Manager to work alongside the Controller to ensure recovery management considerations are integrated in response decisions and actions, minimising the negative impact response can have on recovery

- management and allocation of staff resources

- a planned, managed and coordinated move from response to recovery

- recovery activities and priorities to be identified and aligned with response priorities

- recovery planning and coordination to be initiated as early as possible, and response and recovery organisational arrangements aligned where possible

- an early briefing for senior executives and elected representatives on recovery needs and approach, and

- engagement with key stakeholders and community members across the affected area to be initiated as early as possible.

10.3 Initial recovery activities following an emergency

Immediately following an emergency, the Recovery Manager needs to:

- start the recovery management process, and

- ensure the recovery process is integrated with response and that recovery informs response decisions and activities.

Considerations for Recovery Managers

Recovery Managers should consider how they will complete the following activities when starting recovery:

- there is a need to step back from the immediate response priorities and urgency, think strategically, and feed this perspective into the response process to contribute to a seamless move from response to recovery

- define and articulate the desired outcomes from, or 'end-state' of, recovery as soon as possible, even though this may change over time, drawing on pre-emergency planning with the communities

- define the size and scale of the event early, and keep in mind the potential need to scale recovery activities up or down through time. Greater size and extent means greater management complexity

- response and recovery processes are often 'two sides of the same coin', especially at the local level. Where resources at the local level are limited, consistency must be maintained between the response and recovery arrangements, processes, personnel and networks

- set up the recovery management arrangements based on the needs of the emergency, rather than trying to fit 'one-size-fits-all' arrangements to the emergency. Allow flexibility in the way the

recovery is coordinated, as coordination needs may change throughout the recovery

- connect into recovery expertise and utilise relationships early. This may mean building new relationships, and

- Engage support for back-filling business-as-usual roles to allow for an appropriate focus on recovery.

Initial actions of the Recovery Manager

The initial actions of the Recovery Manager are to:

- establish Core Recovery Team roles (if appropriate and possible given resources)

- attend and participate in, where appropriate, Incident Management Team meetings and other key response function meetings

- collate information to understand the impacts of the emergency (refer to *Sections 10.4* and *12.1* for more information)

- begin initial recovery planning, including identifying what information is needed (refer to *Section 10.4* for more information) and how the transition from response to recovery will be planned and managed

- discuss key response and recovery messages with the Public Information Manager to ensure they are aware that public information management will need to continue into recovery

- make contact with key agencies, organisations and community leaders in affected areas (drawing on existing relationships and plans developed prior to the emergency)

- hold daily briefings with the Core Recovery Team, if established, to discuss consequences, including new information and current information gaps; risks; response decisions and activities; and Core Recovery Team tasks, and

- begin planning to establish a Recovery Team (in addition to the Core Recovery Team and office, if necessary.

Core Recovery Team

The Recovery Manager should pull together a Core Recovery Team early to support them to complete recovery actions following an emergency. One key benefit of establishing this core team early is that the team is wholly focused on recovery, whereas other function teams in the Coordination Centre will be focused on response priorities and may struggle to consider recovery or to complete recovery tasks simultaneously.

Section 12.4 contains further details on the skills the Core Recovery Team should have.

10.4 Beginning to understand the consequences

Understanding the consequences an emergency has had on communities is critical to meeting the needs of communities. Gaining this understanding is a priority after an emergency.

Information sources

To understand the consequences, the Recovery Manager and Core Recovery Team need to first appreciate what information on impacts has been collected by response functions in the Coordination Centre.

Recovery Managers can do this by:

- reading Situation Reports and attending Incident Management Team meetings

- talking to the Planning and Intelligence functions to understand the level and extent of impacts

- seeking advice from the Welfare and Intelligence functions on what information has been sourced from impact assessments[100], welfare needs assessment and welfare service delivery response activities (refer to _Section 12.1_ for more information)

- talking to key community leaders (by leveraging relationships built pre-emergency) to hear their perspectives on consequences and community needs, and

- gaining information from agencies and organisations.

Consequence matrix

Once Recovery Managers know what information has been collected, they need to look at it through a recovery lens to consider the immediate, medium- and long-term consequences on the community and their recovery needs.

One way of thinking about the consequences is to use a consequence matrix approach. This approach helps Recovery Managers think about consequences in relation to all recovery environments and all potentially impacted communities (both geographical communities and communities of interest), and what might be needed to meet community needs. Refer to _Sections 2.3, 6.5_ and _Section 7_ for more information on the four core recovery environments, their intent and how to apply them.

The example in _Table 2_ illustrates how a consequence matrix can be used as a way of thinking about consequences in the initial phase following an emergency. Communities are along the top of the matrix and can be geographic or place-based communities, relational or population-based communities or communities of interest. The four recovery environments are

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[100] During the response phase, rapid impact assessments are carried out within the first 8 to 48 hours. They provide a quick, broad picture of the extent of damage suffered, in order to determine initial response activities, direct the initial distribution of resources, and serve as a precursor to more detailed assessments, such as needs assessments or in-depth structural assessments.

down the side of the matrix. The consequences affecting different environments in different communities are in the middle of the matrix.

Using this approach could be as simple as having a permanent whiteboard where the consequence matrix is drawn and added to over time as new information becomes available.

Refer to *Section 12.3* for more information about using a consequence matrix approach to inform recovery planning.

More information

A consequence matrix template is available in the Recovery Toolkit at www.civildefence.govt.nz/recovery-toolkit.

Table 2: A Consequence matrix example

	Exampletown	Farmland around Exampletown	Lifestyle blocks around Exampletown	Māori-owned land	Tertiary student community in Exampletown
Social environment	School closures	Loss of community meeting places	Isolation Loss of community meeting places	Isolation	Tertiary institution closures
Built environment	Damaged horizontal infrastructure Loss of culturally significant buildings	Damage to farm infrastructure		Damage to property structures	
Economic environment	CBD closed due to building damage Loss of customers for businesses	Damage to/loss of production land Loss of/reduced short and long term income	Small home-based businesses closed	Reduced short-term income	Loss of/reduced short term income
Natural environment	Loss of recreational reserve	Significant pasture damage	Pasture damage	Forestry damage Damage to native vegetation Damage to natural resources (rawa taiao)	

Section 11 Moving from Response to Recovery

This section outlines how a move from response to recovery following an emergency needs to be planned and managed. The difference between transitioning and a Transition Period Notice is clarified. The section describes when the move from response to recovery should occur and who makes this decision, as well as questions to consider before moving. This section also outlines the process for moving from response to recovery including responsibilities, the purpose and content of a Response to Recovery Transition Report, the content of the first Recovery Action Plan, considering whether a local transition period notice is required and communicating the move from response to recovery.

Recovery management activities start on day one of an emergency and ramp up while response activities are still in progress. Moving from response to recovery following an emergency signals a shift in priorities.

The move must be carefully planned during response (clause116(1) *National CDEM Plan 2015*) and managed (clause155(2) *National CDEM Plan 2015*) as it formally transitions the coordination and accountability from response to recovery leadership and wraps up response.

The move also needs to be communicated appropriately, as an effective transition from response to recovery depends on understanding and agreement between the Controller and Recovery Manager (clause155(4)) *National CDEM Plan 2015*). A well-managed transition aligns response and recovery and ensures clarity of roles and responsibilities.

Transition versus Transition Period	Often the shift from response to recovery is referred to as a transition. This should not be confused with a transition period notice, which is a legislative provision that ensures a timely and effective recovery by making extraordinary powers available to a Recovery Manager to exercise (refer to *Section 11.3* for more information). Moving from response to recovery is a process.
When to move to recovery?	A shift in priorities from response to recovery is the key trigger for moving to recovery. This is when the focus of activities is expanding to consider medium- and long-term priorities. Other considerations may include when:

- the threat to life has passed
- rescue activities have been completed
- community safety is assured, or
- a state of emergency is about to expire or be terminated.

Subsequent emergencies or re-escalation of the original emergency may cause the focus of activities to shift back to response to deal with the immediate needs of the community.

Who decides when to move to recovery

The decision to move from response to recovery is made by the Controller and Recovery Manager in consultation with the Mayor of the affected local authority.

When deciding, the Controller and Recovery Manager should discuss the decision with:

- Mayors of affected local authorities
- the Group Controller
- the Group Recovery Manager
- the National Emergency Management Agency Regional Emergency Management Advisor
- Chief Executives of affected local authorities
- the Incident Management Team
- the Recovery Team
- the Joint Committee, and
- the Coordinating Executive Group.

Considerations before moving to recovery

When deciding when to move from response to recovery, the Controller and Recovery Manager need to consider the following:

- what are the priorities at the moment and what benefits will be delivered by moving to recovery? Is it too early to move to recovery?
- if a state of emergency is in place, when does it expire?
- is a transition period notice required?
- are recovery personnel resources and recovery organisational arrangements in place?
- are links with the affected community and key leaders established?
- are links with agencies that will be involved in recovery established?
- is a impact and welfare needs assessment process underway or complete?
- what is the community mood — how will they perceive moving to recovery now?
- what is the political interest — how will politicians (local and national) perceive moving to recovery now?
- what functions in the Coordination Centres are shifting their priorities to recovery?
- do response staff need to be retained for a period of time to ensure a thorough transfer of information and consequence management?

The process of moving to recovery

Moving from response to recovery is a formal process and the transfer of coordination and accountability for recovery-related activities needs to be formally acknowledged by the Controller and the Recovery Manager.

People involved in response and recovery, including internal staff and external agencies and groups need to be informed when and how the formal transfer from response to recovery will occur.

The formal transfer occurs through five key steps:

- completing a Response to Recovery Transition Report
- confirming the need for and arrangements for a local transition period (if required)
- completing the Recovery Action Plan
- holding a transition briefing, and
- holding media briefings and managing communications.

These actions are described in more detail in *Sections 11.1* to *11.5*.

Responsibilities of Controllers and Recovery Managers[101]

Both the Controller and Recovery Manager have leadership responsibilities during the move from response to recovery to ensure that the process is seamless both from an internal organisational perspective and for the affected community, and so there is understanding and agreement between the Controller and Recovery Manager[102].

Table 3 provides a summary of the actions needed during the shift, and identifies who leads this action and who supports it.

Table 3: Responsibilities of the Controller and Recovery Manager during the shift from response to recovery

Action required	Lead	Support
Complete a Response to Recovery Transition Report.	Controller	Recovery Manager
Ensure that agencies, organisations and groups with a role in recovery are committed to their continuing role.	Recovery Manager	Controller
Prepare a Recovery Action Plan.	Recovery Manager	Controller
Prepare for and conduct a Transition Briefing.	Controller	Recovery Manager
Work with the Public Information Manager to prepare and hold media briefings and communications, and ensure messages are consistent and accurate across all agencies.	Controller	Recovery Manager

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[101] As the responsibility for moving from response to recovery is a joint responsibility between the Controller and Recovery Manager it is included in *Coordinated Incident Management System* (*CIMS*) 3rd edition.
[102] *National CDEM Plan 2015* clause155

11.1 Response to Recovery Transition Report

A Response to Recovery Transition Report (sometimes called a Transition Report) is a document written as response priorities shift to recovery priorities.

The Controller is responsible for overseeing the preparation of the Response to Recovery Transition Report. The Planning function in the Coordination Centre is likely to write the report after gathering information from other Coordination Centre functions.

Purpose

The purpose of the Response to Recovery Transition Report is to capture the end-state of response and to provide a basis for further recovery planning. It should provide the Recovery Manager with a good situational awareness of the consequences of the emergency; outstanding actions, risks and issues; resources currently in place; and key contacts established in the community.

Content of a Response to Recovery Transition Report

The Response to Recovery Transition Report must provide information and guidance on[103]:

- the Response Action Plan in place at the time of transition, emphasising intended actions that are incomplete

- the nature and state of all assigned resources

- the nature and extent of the consequences, and the condition of the community affected by the emergency, focusing on the four environments and their inter-relationships (noting specifically any areas or situations with the potential to re-escalate the emergency, and any impact and welfare needs assessments underway)

- expected recovery outcomes, and

- activities to be continued/started in the recovery phase.

The Response to Recovery Transition Report also needs to provide information on:

- key community contacts established in the affected community

- current and potential future risk and issues, and

- actions taken to finalise the calculation of emergency expenditure.

More information

Recommended template content of a Response to Recovery Transition Report is available in *Coordinated Incident Management System (CIMS)* 3rd edition[104], available at www.civildefence.govt.nz.

A Response to Recovery Transition Report template is available in the Recovery Toolkit at www.civildefence.govt.nz/recovery-toolkit.

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[103] *Guide to the National CDEM Plan 2015* s32(4)
[104] As the responsibility for a response transition report lies with the Controller it is included into *Coordinated Incident Management System* (*CIMS*) 3rd edition.

11.2 The first Recovery Action Plan

Information received and gathered in response should be used as a basis for developing the first Recovery Action Plan (clause155(1) *National CDEM Plan 2015*).

Before formally moving from response to recovery, the first Recovery Action Plan needs to be drafted.

Purpose

The purpose of a first Recovery Action Plan is to establish and plan effective recovery arrangements based on the specific consequences of the emergency. Recovery Action Plans describe the recovery objectives, tasks, and measures and resources needed to manage recovery and address community needs.

The principal aspects of the move from response to recovery need to be outlined in the first Recovery Action Plan (clause155(5) *National CDEM Plan 2015*).

First and subsequent Recovery Action Plans and alignment with the Response Action Plan

The first Recovery Action Plan needs to be strongly aligned with the last Response Action Plan. There should not be a time gap between the last Response Action Plan and the first Recovery Action Plan. To achieve this alignment, it is recommended that the last Response Action Plan covers the first few days after the formal transition to recovery.

During the initial stages of recovery, the Recovery Action Plan will be a simple plan that can be communicated concisely. As the recovery progresses and community needs evolve, additional lead time, staff, information systems and technologies will allow for more detailed planning. Subsequent plans need to build on the first Recovery Action Plan but should reflect the time period they cover. Refer to *Section 12.5* for more information on subsequent Recovery Action Plans. Recovery Action Plans should be developed alongside an Exit Strategy to ensure alignment (refer to *Content of the first Recovery Action Plan* and *Section 13.1* for further information on exit strategies).

Content of the first Recovery Action Plan

The first Recovery Action Plan needs to include:

- a formal record of arrangements for the move from response to recovery, including the principal aspects and the date of the formal shift from response to recovery, and

- arrangements established in response that will continue in recovery.

It will also include (as understood at the point in time):

- immediate, medium- and long-term recovery objectives and priorities

- recovery activities and actions, including any outstanding activities and actions from response

- a comprehensive list of the tactics, resources and support required to achieve each recovery objective and action, and

- a description of the end-point for recovery, and how recovery will return to business-as-usual (refer to *Section 13*).

Living document
The first Recovery Action Plan is based on the best available information at the time it is produced. As the recovery progresses, situational awareness improves and community needs change, the first Recovery Action Plan needs to be reviewed and updated and will be followed by subsequent Recovery Action Plans. Producing the first Recovery Action Plan should not be delayed in anticipation of future information.

Refer to *Section 12.5* for more information on subsequent Recovery Action Plans, developing a Recovery Plan and the difference between the two.

More information
More information on the action planning process and action plans is available in CIMS 3rd Edition at https://www.civildefence.govt.nz/. Although CIMS is largely response focused, the action planning process contained in the document provides useful guidance that can be applied to Recovery Action Plans.

A Recovery Action Plan template is available in the Recovery Toolkit at www.civildefence.govt.nz/recovery-toolkit.

11.3 Local Transition Period Notice

When moving from response to recovery, a decision needs to be made as to whether a transition period notice is required. A transition period notice is a legislative mechanism that allows extraordinary powers to be available to Recovery Managers for a given period of time. Just because a transition period notice is not deemed necessary, does not mean a recovery or recovery activities are not needed.

The purpose of a transition period notice is to aid recovery by providing powers to manage, coordinate or direct recovery activities. A transition period notice can be given whether a state of local emergency has been declared or not.

Who decides?
The decision to give a transition period notice lies with the Mayor or an elected member of a territorial authority if the Mayor is absent, or the person or persons appointed by the CDEM Group to give notice[105]. All these people are known as authorised persons. The decision to give notice of a local transition period should be discussed with the people listed in *Who is consulted* below.

A local transition period notice must not be given unless the person authorised to give notice is satisfied that legal tests given in the *CDEM Act 2002* are met. The *Factsheet: Local Transition Periods* describes these legal tests.

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[105] Refer to s25 of the *CDEM Act 2002*

Who is consulted?

The authorised person should discuss giving a local transition period notice with:

- the Group Recovery Manager and/or Local Recovery Manager
- the Group Controller and local Controller
- the National Emergency Management Agency Regional Emergency Management Advisor, and
- local authority teams/departments involved in response and recovery

The authorised person should also consult with other people as appropriate to make an informed decision, including:

- Fire and Emergency New Zealand
- New Zealand Police
- providers of health and disability services, and
- other agencies that will be involved in the recovery.

Providing advice and assistance

Both Local and Group Recovery Managers need to support the decision-making process for issuing a local transition period notice, and the arrangements for giving notice. The Recovery Managers need to:

- provide advice and assistance to the person who is authorised to give notice of a local transition period
- guide decision-making on whether invoking the powers to manage, coordinate or direct recovery activities is in the public interest and is necessary or desirable to ensure a timely and effective recovery
- seek legal advice (if necessary) on the necessity of a transition period notice, how the powers may be exercised, and the correct use and content of transition period notice forms
- ensure the purpose of giving notice of a transition period is clear to help identify an endpoint when the notice can be lifted
- ensure the reasoning for giving notice is very clearly thought through, and
- advise on the process of giving notice, including publishing the notice and communicating with stakeholders and communities.

The Group Recovery Manager can advise the Local Recovery Manager, if needed, and can also seek advice from the National Emergency Management Agency. The Group Recovery Manager may have other experience from working in multiple local areas that they can then share with the Local Recovery Manager to boost their capability.

The Recovery Manager in the area covered by the transition period notice must also ensure that any relevant CDEM Group and the Director CDEM (and, in turn, the Minister and ODESC) are adequately briefed on the situation while considering giving a transition period notice and during the transition period (clause155B((2)(c)) *National CDEM Plan 2015*).

More information

More information about transition period notices, including who can give notice and the legal tests that need to be met to give notice of a transition period, as well as the powers available to Recovery Managers is in the following documents, which are available at www.civildefence.govt.nz.

- *Factsheet: Local Transition Periods, Quick Guide Giving Notice of a Local Transition Period*
- *Factsheet: Powers of a Recovery Manager during transition*

The *CDEM Regulations 2003* provide the forms to be used when giving, extending or terminating a transition period notice. Templates of the forms are also available at www.civildefence.govt.nz.

More information on exercising powers during a local transition period is available in *Section 12.10*.

11.4 Transition briefing

Purpose

The purpose of a transition briefing is to ensure the shift from response to recovery is as smooth as possible. The end of the briefing also represents the formal move from response to recovery, where coordination and accountability for recovery-related activities are transferred to the Recovery Manager.

The briefing does not result in a local transition period notice. Refer to *Section 11.3* for further information on transition periods.

Who is responsible?

The Controller is responsible for leading the transition briefing.

Briefing attendees and process

Members of the Incident Management Team and members of the Recovery Team need to be present at the briefing.

The transition briefing should be based on the Response to Recovery Transition Report and the first Recovery Action Plan. The Incident Management Team covers actions currently being undertaken within their span of control and give a forecast of expected outcomes and proposals for activities to be continued in recovery.

Minutes of the briefing should be taken.

Briefing agenda

The briefing agenda may include:

- the nature, scope and impacts of the event
- a summary of the current situation
- a summary of activities undertaken during response
- outstanding and ongoing response activities, particularly where these are associated with a need for welfare services
- a summary of ongoing issues, limitations and potential for re-escalation of the emergency

- Recovery Team staff (including staff within Territorial Authority business-as-usual teams) and governance arrangements

- recovery priorities and an overview of the Recovery Action Plan, including a local transition period (if required), and

- formal handover and close of the response phase.

11.5 Communicating the move from response to recovery

Moving from response to recovery can often be a time when the affected community feels a sudden shift in support. They often notice a change in the number of people 'on the ground' and the information available. This can lead to them feeling abandoned and that the people responsible (the local authority and CDEM) have 'shut up shop'.

Communicating with the community and stakeholders during this time is crucial to assuring them that their needs remain the focus of activities, and that moving from response to recovery signals a positive step to regaining their quality of life.

Communication plan

The Public Information Manager should ensure that a Communications Plan is developed and finalised so that there is continuity of communications from response to recovery. It is recommended this is developed in collaboration with key community members/representatives and that consideration is given to the information needs of communities, including culturally and linguistically diverse (CALD) communities.

Refer to _Sections 12.11_ and _12.12_ for guidance on communicating with the public.

Communicating with internal and external stakeholders

Immediately following the Transition Briefing, people involved in response and recovery, including internal staff and external agencies and groups, need to be informed that the formal move has occurred and what arrangements are in place going forward.

Communicating with the community through media briefing

A media briefing should be arranged by the Public Information Manager to be held immediately after the Transition Briefing.

The briefing is fronted by the outgoing Controller and the incoming Recovery Manager.

The purpose of this media briefing is to:

- reflect on the positive aspects of the emergency response

- provide assurance to communities affected by the emergency

- outline the scope and current priorities for recovery

- clearly describe the purpose of a transition period notice (if in place)

- reinforce selected key messages to communities, and

- provide new/updated contacts for the Recovery Team.

More information

More information about public information and community engagement is available in *Public Information Management Director's Guideline [DGL 14/13]* and *Community Engagement in the CDEM context Best Practice Guide [BPG 4/10]* at www.civildefence.govt.nz.

Section 12 Managing Recovery

This section outlines the planning and activities that need to take place when managing and supporting recovery following an emergency. This section covers:

- direct and indirect consequences that need to be considered
- using impact and welfare needs assessments
- assessing consequences to inform planning
- establishing a Recovery Team
- developing an emergency-specific Recovery Plan
- linking recovery to risk reduction and resilience
- monitoring, evaluation and reporting
- governance, accountability and decision making
- managing information
- exercising Transition Period powers
- community involvement and engagement
- communicating with the public, and
- activating financial arrangements.

12.1 Communities impacted by emergencies

Determining who is impacted

Emergencies have far reaching consequences for people beyond the consequences for people that are directly and obviously affected.

Individuals and communities are often affected indirectly through secondary impacts that are not always tangible or immediately visible.

This section gives an overview of the types of direct and indirect consequences that need to be considered when planning impact and welfare needs assessments and when determining the recovery activities needed.

Consequences also often fall disproportionately across different parts of a community as communities are not homogeneous.

Directly affected

Directly affected individuals, organisations and groups are affected by an emergency in many ways; for example:

- injury, death or loss of loved ones
- loss or damage to possessions or accommodation
- evacuated or displaced people experiencing disconnectedness from their community
- financial instability due to loss or disruption to employment or livelihood
- disruption to education due to school closures

- breakdown in social cohesion due to roading or telecommunications damage

- exposure to biological hazards due to contaminated land, or

- high administrative load of seeking support or compensation from various organisations.

Directly affected people could be from the same physical locality such as a retirement village, suburb or area, or they could be part of a community of interest such as a sports club or employees of a business.

Indirectly affected Indirectly affected individuals, organisations and groups are those that suffer the secondary effects of an emergency. They may not appear to be obviously affected but may experience consequences from the emergency.

These could include friends, family/whānau or neighbours of those directly affected, or people who have witnessed the emergency, helped affected people, or were distressed by hearing about or felt that they were at potential risk because of the emergency.

Often the information needs of indirectly affected people are as great as those directly affected.

People involved in response and recovery efforts can also be indirectly impacted by the work.

Consequences can be felt beyond the geographical reach of the emergency. Cascading consequences need to considered to ensure the recovery is being holistic and inclusive, and not increasing the impact of the emergency. For instance, economic impacts can have far reaching consequences if the emergency inhibits movement of people, products or services regionally, nationally or internationally.

12.2 Impact and welfare needs assessment

Impact and welfare needs assessments provide a situational overview of the emergency, aiding understanding of the ongoing consequences and the changing needs of people over time. Intelligence gathered during assessments informs operational recovery decisions and actions. It is a priority for Recovery Managers to understand these assessments and use the information to understand consequences and to plan for recovery.

Impact and welfare needs assessment during recovery Following an emergency, the requirements for impact and welfare needs assessment evolves from a 'simple, broad and quick' approach (wide area impact assessments) to a 'detailed, specific and long-term' approach (specialist detailed assessments). Specialist detailed assessments of the social, economic, built and natural environments often continue into recovery to:

- determine the requirement for, and prioritisation of, recovery activities and services, and

- begin to build a picture of the cost of the emergency[106].

During recovery, the most commonly required assessments are:

- welfare registration and needs assessments, which involve the collection of personal information and the process of understanding the needs of people affected by an emergency, and provide the basis for welfare services delivery

- building assessments, which involve an in-depth engineering assessment focused on determining the extent and nature of structural damage suffered by a building

- lifeline utilities assessments including infrastructure services to the community such as water, waste-water, transport, energy and telecommunications. Lifeline utilities will conduct assessments based on their specific incident management, emergency management and/or business continuity plans to ascertain the continuity of operations and supply of services to affected communities

- rural damage and repair assessments, and

- environmental impact assessments.

Common assessment systems and processes

Rather than adopting new systems and processes, impact and needs assessments should use the same systems as in response and build upon and enhance the information gathered and the processes developed during response.

During recovery, the services provided as a result of impact and welfare needs assessments will often be carried out by individual agencies using their own systems. There need to be clear reporting structures within project teams and sector groups, along with a process to follow up on delivery of services.

Collection and collation of assessment information should be carried out according to processes defined before recovery at both the local and CDEM Group level.

Principles for detailed impact and welfare needs assessments

Recovery experience shows that the following principles are crucial for impact and welfare needs assessment:

- be clear on why information is being collected

- use robust systems for storing personal information and for sharing information between agencies to address security and privacy requirements

- use geospatial capability for electronic data capture whenever and wherever practicable

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[106] National Emergency Management Agency. 2019. *Impact Assessments Director's Guideline.* Due for publication in 2020.

- be proactive in welfare needs assessment. Find out what is needed quickly and follow up as needed over time. Silence does not mean that people are okay

- make sure all CDEM Groups and agencies conducting impact and needs assessments use common forms (paper-based and electronic) to increase operational effectiveness, and common data schema to ensure data comparability. Test processes and forms for information collection pre-emergency

- make sure the local community, who may have detailed knowledge of local people and areas of potential vulnerability during an emergency, are engaged and community assets are used

- ensure agencies and organisations conducting impact and needs assessment are doing so in a collaborative and coordinated manner, minimising the number of people/organisations door-knocking the same homes asking the same questions[107]

- ensure the needs of rural people (including lifestyle block owners, isolated communities, communities living in rural areas and primary industry producers) and rural damage are assessed if required, and coordinate with Rural Support Trusts and other rural support organisations

- look for 'hidden' welfare needs that may develop over time. Vulnerable people may need support but not seek it

- ensure the needs of culturally and linguistically diverse communities are met, and

- base prioritisation of recovery support on the hierarchy of needs in response, moving to needs identified by families/whānau, iwi, hapu and communities as these become known and as recovery progresses.

More information

More information about the welfare needs assessment process and impact assessment is available in the *Welfare Services in an Emergency Director's Guideline [DGL 11/15]* and in the *Impact Assessments Director's Guideline[108]* at www.civildefence.govt.nz.

More information about post-emergency building assessments, including guidelines and tools is available on the Ministry of Business, Innovation, and Employment website www.building.govt.nz.

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[107] In immediate- and medium-term recovery, high numbers of people and organisations door-knocking the same homes asking the same questions can be overwhelming. It is important to note that needs can emerge or re-emerge over time so follow-up outreach may be needed.
[108] Due for publication in 2020.

12.3 Assessing the consequences to inform planning

The Consequence Matrix Approach

To inform recovery planning, the Recovery Manager and Core Recovery Team need to build a more comprehensive picture of consequences than that developed immediately following an emergency. It is important to understand the consequences and what recovery activities are required before determining the composition of the full Recovery Team (refer to *Section 12.4*).

To do this, it is recommended that the information gathered in impact and welfare needs assessments as well as from revisiting other information sources is fed into the consequence matrix used during the response phase (refer to *Section 10.4*). The Recovery Manager and Core Recovery Team also need to work with the recovery environment sector group Chairs (and members where appropriate) to gain and validate information and understanding.

The consequence matrix approach will ensure that all components of a community are considered. It also provides a simple way of thinking about the consequences that could exist across a wide geographical area or that could be very complex in nature.

A living process

Gaining a comprehensive understanding of the full range of consequences from an emergency is a priority. However, it is a process that will continue to be built on and evolve throughout the recovery. The consequence matrix should form a picture of the known consequences at a given point in time.

The Recovery Team should be receptive to change, regularly evaluating and updating the consequence matrix as new information comes to light or as things change. The team should be able to respond to new and emerging impacts and changing community expectations and needs.

Communicating and discussing the consequences

As the assessment of consequences forms the basis for recovery planning, it is important to share and discuss this with others so they are able to provide feedback, add to the consequences and improve the common understanding of community needs that need to be addressed through recovery activities. This can be done in a formal or informal way. To do this, the Consequence Matrix needs to be shared and discussed with:

- the Core Recovery Team

- the CDEM Group Recovery Manager

- the Local and/or CDEM Group Controller (depending on the scale of the emergency)

- recovery environment sector group Chairs and members

- agencies and organisations involved in the recovery (via recovery environment sector groups, where appropriate)

- team or business units in local authorities delivering or assisting recovery activities

- the Local and/or Group Welfare Manager and Local Welfare Committee and/or Welfare Coordination Group

- iwi

- key community leaders in affected areas

- the Territorial Authority Chief Executive and Mayor (if a single district is impacted) or Coordinating Executive Group and Joint Committee (if multiple districts are impacted), and

- the National Emergency Management Agency.

12.4 Establishing a Recovery Team

Purpose of a Recovery Team

A Recovery Team supports the Recovery Manager in planning, coordinating, managing and delivering recovery activities, and establishing arrangements for recovery and decision-making. It is important to understand the consequences and what recovery activities are required before determining the composition of the Recovery Team.

The Recovery Team includes the Core Recovery Team, recovery environment sector group Chairs and project leads[109].

The Core Recovery Team supports the Recovery Manager with activities such as administration, logistics, intelligence and recovery arrangements.

Recovery environment sector group Chairs manage their recovery environment programme of work.

Leaders of projects (if necessary and in place) lead, manage and deliver specific recovery activities focused on specific recovery outcomes (refer to *Section 6.5* for further information).

Determining the scale of a Recovery Team

The composition of a Recovery Team will depend on:

- the scale, consequences and complexity of the emergency, and

- the resources and personnel available.

In using a consequence matrix approach to understand the consequences of an emergency, the Recovery Manager will have gained an appreciation of the likely ongoing scope of the recovery effort required and the scale of the Recovery Team required to meet community needs.

The Recovery Manager may find it useful to also consider the following questions alongside the consequence matrix to determine the scale of Recovery Team needed:

- to what degree have impact and welfare needs assessments shown that damage, impacts and needs identified in response are likely to continue into recovery, and that without substantially scaled-up intervention the community's recovery is likely to be compromised?

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[109] Where the term Recovery Team is used, it refers to the entire team working on the recovery, i.e. the Core Recovery Team, Recovery Environment Sector Group Chairs and any recovery project teams.

- how much risk, ambiguity and uncertainty is there about the consequences of the emergency and/or the path of recovery?

- what key pieces of infrastructure (local, regional or national) and/or geographical areas require significant focus of resources? Do temporary or new service level provisions need to be considered?

- is a return to business-as-usual possible or do conversations need to be had about adaptation? Is there a window of opportunity to introduce beneficial but significant transformations?

- what are the priorities and goals for recovery?

- how long might the recovery take, both in terms of a work programme and community recovery?

- how effective will existing local recovery management arrangements and relationships be to provide leadership and coordination?

- what level of assurance is there that resources are sufficiently available to deliver services in a timely and effective manner?

- will there need to be significant coordination of resources, which is much more scaled up from the status quo?

- are there any significant political factors present (e.g. leadership, accountability or concerns about risk or precedence)? Are there any reputational risks?

- were there any significant existing vulnerabilities in the community?

- has the emergency created new hazards or risks that make the community more vulnerable than before?

- are there significant events or situations in the same region that will impinge on, or be impacted by, the emergency or the recovery?

Augmenting local capability

If the emergency or recovery is of a larger scale or complexity than available resources can manage, capability may be augmented. This applies to both local and CDEM Group capability, which could be augmented by acquiring:

- personnel from the CDEM Group Recovery Team or Group office for the Local Recovery Team

- neighbouring local authorities or other CDEM Group personnel, or

- regional and national representatives from national agencies and organisations.

Recovery planning in readiness needs to consider how these resources will be used. For example, will they fill a specific capability gap in a larger-scale recovery, will they provide surge capacity, act in a guidance/support capacity or will they be 'hands-on'?

Be flexible and agile

The structure and size of a Recovery Team needs to be built on the needs of the affected communities. These needs will change over time, so the Recovery Team needs to be able to adapt, downsize, merge, grow and reorganise when and where needed to maintain effective and efficient recovery support.

12.4.1 Core Recovery Team

Core Recovery Team skills and experience

To support the Recovery Manager, recovery environment sector group Chairs and recovery project teams, it is crucial to select the right people with the right skills and to have people with knowledge of the affected community who can be supplemented by objective subject matter experts. The Core Recovery Team is more likely to be made up of local authority staff.

Key skills needed in the Core Recovery Team are:

- community engagement, including iwi engagement
- administration, technical or office support
- monitoring and evaluation
- health and safety
- welfare and psychosocial support
- project management
- communications/public information management
- short-, medium- and long-term planning, including community development
- strategic thinking, and
- intelligence gathering and analysis.

Depending on the projects and available resources, suitably experienced people with the following skills or experience may also be needed in the Core Recovery Team or available to support the recovery when necessary:

- policy advice, including knowledge of other relevant legislation (e.g. *Resource Management Act 1991*, *Building Act 2004*, *Local Government Act 2002*)
- urban design
- liaising with cultural or community groups (e.g. iwi, representatives of CALD communities or people with disabilities)
- building and infrastructure assessment and management
- Medical Officer of Health and Public Health Officers
- volunteer coordination, and
- specific subject matter experts depending on the recovery.

The skills needed in the Core Recovery Team may be provided by one person or by a team of people depending on the scale of the recovery and availability of resources.

12.4.2 Recovery projects

Managing recovery activities	If the scale or complexity of recovery is significant, it may be appropriate to use a project-based approach to manage operational activity delivery. Project teams are likely to include members from local authorities, agencies and organisations that deliver recovery activities.
A project-based approach	Managing and coordinating the delivery of recovery activities around projects ensures that:

- all affected communities are supported through recovery
- interdependencies between consequences are identified and addressed
- duplication of effort is minimised and the risk of communities or individuals being overlooked is reduced
- who is responsible for achieving outcomes is clearly defined, and
- there is clarity on reporting across all aspects of the recovery project plan.

Leading recovery projects	Project leads are operational and use project management principles to manage their work. Depending on the scale of the consequences, the projects may be delivered by and utilise skills within the Core Recovery Team or be delivered by dedicated teams.
	Recovery projects are led by a project lead who:

- coordinates people working on the project
- coordinates with other projects and project leads
- monitors and evaluates progress of the project (in conjunction with the Core Recovery Team and recovery environment sector groups)
- is responsible for delivering the outcomes of the project, and
- reports progress, risks and issues to the Recovery Manager and recovery environment sector group Chairs.

Delivering recovery projects	There is no defined arrangement for delivering recovery projects. Depending on the scale or complexity, recovery projects may be delivered by individuals within local authorities, recovery environment sector groups and the Core Recovery Team or by dedicated project teams.
Arrangement of recovery projects	The consequence matrix used to assess the consequences of the recovery can be used to inform the size, scope and arrangements of recovery projects.
	The example Consequence Matrix in *Table 4* shows how consequences across different recovery environments and communities can be addressed by grouping the delivery of recovery activities into a recovery project focused on particular areas.
	Table 5 describes what recovery activities the recovery projects identified in *Table 4* are focused on delivering to address consequences.

Table 4: An example of using a consequence matrix to organise recovery projects

	Exampletown	Farmland around Exampletown	Lifestyle blocks around Exampletown	Māori-owned land	Tertiary student community in Exampletown
Social environment	School closures	Loss of community meeting place	Isolation Loss of community meeting place	Isolation	Tertiary institution closures
Built environment	Damaged horizontal infrastructure Loss of culturally significant buildings	Damage to farm infrastructure		Damage to property structures	
Economic environment	CBD closed due to building damage Loss of customers for businesses	Damage to/loss of production land Loss of/reduced short and long term income	Small home-based businesses closed	Reduced short-term income	Loss of/reduced short term income
Natural environment	Loss of recreational reserve	Significant pasture damage	Pasture damage	Forestry damage Damage to native vegetation Damage to natural resources (rawa taiao)	

Table 5: Focus areas and connections between recovery project teams

Project team	Focus areas	Members from and strong connections with	Reason for connection
Blue	School and tertiary institute closure, loss of the community meeting place for the rural communities and isolation of the lifestyle blocks owners and Māori-owned land owners	Purple Project Team	To address the consequences of damage to schools
		Red Project Team	To address consequences of loss of a community meeting place for the rural communities
Purple	Building and infrastructure damage in Exampletown	Blue Project Team	To address the consequences of school closure on the community of Exampletown
		Yellow Project Team	To address the consequences of the closure of the CBD and loss of customers due to building damage
Yellow	Economic consequences of; closure of the CBD, loss of customers due to building damage, damage to productive land, and loss of income	Purple Project Team	To address the social consequences in Exampletown of the closure of the CBD, loss of customers and loss of income
		Red Project Team	To address the economic consequences on the rural communities
Red	Damage to farm infrastructure and pasture damage to both farmland and lifestyle blocks and loss of community meeting places	Blue Project Team	To address social consequences of the loss of the community meeting places and damage to property
		Green Project Team	To address consequences of pasture damage
		Yellow Project Team	To address economic consequences of damage to productive land
Green	Damage to vegetation (native, forestry and pasture) and natural resources	Red Project Team	To address consequences of pasture damage on rural communities

12.4.3 Other considerations in establishing a Recovery Team

Making a decision, recommendations and identifying gaps

Once the Recovery Manager has assessed the likely ongoing scope of the recovery effort required, decisions need to be made, including the following:

- does a dedicated Recovery Team need to be established? Should the individuals remain in their business-as-usual teams or is a separate team required, possibly located in a stand-alone Recovery office?

- how will the Recovery Team seek support for the gaps in skills or functions in it? Will the team ask for support from other local authorities, the CDEM Group or nationally. These gaps need to be identified early and requests for support need to be specific about what is wanted and the estimated duration.

Format of the Recovery Team

The size of the Recovery Team will depend on the consequences of the emergency and the projects needed to support the community's recovery.

The scale of the recovery will also determine whether the Recovery Team is a dedicated team with connections back to business-as-usual teams within the affected local authority, or if staff of the Recovery Team remain in business-as-usual teams in their organisation and are overseen by the Recovery Manager.

There are two downsides of locating Recovery Team staff in business-as-usual teams (and not having a dedicated, separate Recovery Team). One is that business-as-usual reporting structures and processes may hinder progress and decrease effectiveness of recovery activities. The other is that Recovery Team staff that remain in business-as-usual teams may find it difficult to balance the need to focus on recovery work with business-as-usual work demands.

Another consideration for the Recovery Manager and affected local authority Chief Executive is whether Recovery Team staff are seconded to the team and their business-as-usual roles backfilled. (This should be considered and planned in pre-emergency planning. Refer to *Local Funding Arrangements* in *Section 8.9*). This may depend on the scale of the recovery. Asking staff to work in a Recovery Team and continue with their business-as-usual roles will likely have negative impacts on the progress of recovery, and not backfilling their roles may lead to a significant impact on the local authority.

Personnel or teams involved in the response may also continue their roles in recovery (for example planning, intelligence, public information management, welfare and safety) subject to appropriate rostering arrangements that ensure staff wellbeing. Alternatively, response personnel may hand their duties over to other suitably trained and experienced personnel.

Gaining support

Once the Recovery Manager has determined the level of support and coordination needed, it is crucial to get support from the affected local authority Chief Executive or Executives for the approach, including expected timeframes and confirming a mandate to get things done. This might be supporting establishing a dedicated Recovery Team or office located in a

different location, or ensuring a percentage of business-as-usual teams' time is dedicated to recovery activities and funding.

The Recovery Manager will draw on conversations, plans and agreements made prior to the event to gain this support.

Working with others

The Recovery Team needs to work with and alongside other agencies, organisations and community members during recovery.

This could be by working with, attending meetings of or being a member of recovery environment sector groups or recovery project teams. Working with these groups can be a useful way to discover issues and find solutions. Examples include the All-of-Government Coordination Group, the Chief Executives' Forum (such as was established following the November 2016 earthquake and tsunami), Business Groups, the Restoration Liaison Group, the Welfare Coordination Group or the Rural Advisory Group.

Several Recovery Teams established to support recent recoveries have found it particularly useful to have people from other agencies and organisations be physically present and part of the Recovery Team, as it has allowed for quicker resolution of queries and greater understanding between the Recovery Team and the agency/organisation.

Physical location

Careful consideration needs to be given early to the physical location of the Recovery Team. Potential facilities need to be assessed according to:

- location in relation to supporting organisations and affected communities

- space for the projected size of the Recovery Team and amenities

- anticipated time-span of recovery

- resources required (e.g. telephones, WIFI, computers), and

- the potential for the Recovery Team to be distracted away from recovery.

Real world example

The Recovery Team for the Whakatāne District floods in 2017 found being based in a location separate from the local authority worked well as it gave them the space to be able to wholly focus on recovery while staying connected to business-as-usual teams that were likely to pick work up in the long-term, such as accounts payable and customer service.

Branding

The Recovery Manager along with the affected local authority Chief Executive need to consider the branding of the Recovery Team. For example, in communicating with the public, will the Recovery Team be known as an independent group such as Exampletown Recovery Team, or will it carry the affected local authority's branding?

Real world example

The Recovery Team for the Whakatāne District Floods in 2017 did not include the branding of the Whakatāne District Council in their publications and communications. This inadvertently led to a perception that the Whakatāne District Council had little involvement with the recovery effort.

12.5 Emergency-specific Recovery Plans

Emergency-specific Recovery Plan

Recovery can be long and hard. It can be easy to get stuck into doing and activities. But the nature of recovery will require decision makers to maintain a strategic focus to ensure that recovery activity is supporting the long-term recovery goals.

To do this, an emergency-specific Recovery Plan can be developed. This Recovery Plan sets the strategic direction of a specific recovery and provides the recovery objectives (desired future state), outcome statements (what success will look like) and success factors or milestones (how we will know if we are achieving the objective within the expected timeframes). In a hierarchy, it sits above Recovery Action Plans (Recovery Action Plans give effect to the Recovery Plan). It should be developed alongside an Exit Strategy to ensure alignment (refer to *Section 13.1* for further information on Exit Strategies).

The emergency-specific Recovery Plan is based on the consequences of the emergency and the vision of the community. It defines the common language for everyone involved in the recovery and ensures that these people, agencies, organisations and groups have buy-in on the recovery direction.

Lessons from many recoveries have emphasised the need to have a Recovery Plan in place early, for it to be thorough, and for it to be agreed to and signed off by key stakeholders, including affected communities, as soon as possible.

Linkage to pre-emergency Recovery Plan

The Recovery Plan developed before an emergency is a product of operational recovery planning and should provide the basis for the emergency-specific Recovery Plan. The pre-emergency Recovery Plan describes the "how we'll do recovery" whereas the emergency-specific Recovery Plan describes "how we'll manage and support this recovery".

Community recovery vision

Community visions developed during the strategic planning for recovery process (refer to *Section 8.2*) need to be used as the basis for the recovery vision in the Plan. These visions developed prior to the emergency will have been shaped by communities and will be based on their strengths, vulnerabilities and values. The vision provides a strong foundation that should then be revisited with the affected communities so that they are involved in tailoring it to the specific consequences of the recovery.

Expectation management

During the development of a Recovery Plan, it is important to manage the expectations of those involved and the community. Managing expectations will assist in minimising any frustrations with the development process and the communities level of influence over the outcomes. This may include, but is not limited to, setting expectations around:

- areas/decisions the community can influence / have a say in and areas/decisions that will be made by others

- the process and timeframes for finalising the plan/strategy

- the degree of enhancement the local authority is able to support, and

- the scope of recovery activities.

Engagement during development

It is crucial to involve and gain buy-in from the community and key recovery stakeholders as these are the people who will implement the Recovery Plan. Involvement and buy-in should be sought from:

- the affected community (through community leaders)

- iwi

- the Mayor or Mayors of the affected communities

- agencies and groups who will make decisions in recovery

- agencies and groups who coordinate, deliver or support recovery services

- recovery environment sector group Chairs, members and project leads

- local authority business units and teams who will deliver recovery activities

- the Joint Committee

- the Coordinating Executive Group, and

- the National Emergency Management Agency.

Evolution

As the recovery progresses and formal recovery arrangements start to wind down, the emergency-specific Recovery Plan may be superseded by plans or strategies led and delivered by the community. The Recovery Team and local authority community development teams may support the community to develop these plans, for example facilitating workshops with the community to help identify priorities going forward.

Real world example

The Recovery Team following the Whakatāne District floods in 2017 held a workshop with the Edgecumbe community to support them to develop an Edgecumbe Community Plan, which followed on from the Whakatāne Recovery Action Programme. Representatives from community groups and organisations attended the workshop, which also helped people connect and see where they could be working collaboratively.

12.5.1 Emergency-specific Recovery Plan content and considerations

Emergency-specific Recovery Plan content

As the emergency-specific Recovery Plan sets out the strategic direction of the recovery, it needs to contain, as a minimum, the following:

- **community recovery vision**: what the community will look and feel like in the future.

- **recovery goals**: the high level results the recovery aims to achieve.

- **recovery objectives**: the measurable steps to achieve each goal, and

- **recovery priorities**: the order that recovery objectives will be focused on.

Considerations   When developing a emergency-specific Recovery Plan, the following points need to be considered:

- ensure adequate time is allowed for engagement, multiple engagement techniques are used and two-way conversation is enabled. Engagement and contributions from affected communities are crucial when developing the Recovery Plan and will take time. Consider how different parts of communities can participate and if events will be held[110]

- purposefully plan for changing recovery 'phases'; for example moving from immediate recovery to long-term rebuild, which may involve changes of roles, responsibilities, policies, priorities and outcomes. Funding, how to manage relationships and tensions, and how to communicate the changes of roles and responsibilities also need to be planned

- are District Plans still applicable/relevant given the changed environment? Will they need to be reviewed and replaced?

- does the Long-term Plan need to change because of the consequences and recovery vision?

- if appropriate, can district re-valuations be completed in the required timeframes?

- recovery goals and objectives can be based on the recovery objectives and principles in the *National CDEM Plan 2015.* However they must be tailored to the affected community and consequences of the emergency. Make them relevant

- objectives need to be based on needs identified in impact and welfare needs assessments. Activities need to be developed to achieve objectives, and then all actions need to be prioritised. Questions to consider include:

  - how can the necessary activities be prioritised over the urgent ones?

  - how can long-term issues be considered from day one?

  - will activities be prioritised by recovery phase, location or by some other means?

- the Local Recovery Team, local Council and community leaders will know what the needs are. Ensure they are engaged in the development of the Plan, and

- how will the Recovery Plan be reported on, to who and how frequently?

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[110] Examples of communities participating in developing recovery plans are the Share An Idea workshops following the 2010–2011 Canterbury earthquake sequence and the economic environment workshops facilitated by Kaikōura District Council following the November 2016 earthquake and tsunami.

More information   An example of a Recovery Plan is available at www.civildefence.govt.nz.

12.5.2 Subsequent Recovery Action Plans

Subsequent Recovery Action Plans

Recovery Action Plans describe the recovery objectives, tasks, and measures and resources needed to manage recovery and address community needs.

Section 11.2 The first Recovery Action Plan describes the purpose and contents of Recovery Action Plans.

After the first Recovery Action Plans, subsequent Recovery Actions should be developed to give effect to the emergency-specific Recovery Plan.

If an emergency-specific Recovery Plan is not developed (due to the scale of the recovery), Recovery Action Plans should still be used to provide direction and clarify to recovery activities.

12.6 Linking to risk reduction and resilience

While it is essential to consider risk and resilience when preparing for recovery, recovery management presents further opportunities to reduce risk and improve resilience[111]. These opportunities need to be identified pre-emergency during strategic planning for recovery and during recovery management.

'Build back better'

Build back better is defined as the use of the recovery, rehabilitation and reconstruction phases after a disaster to increase the resilience of nations and communities through integrated disaster risk reduction measures into restoration of physical infrastructure and societal systems, and into the revitalisation of livelihoods, economies, and the environment[112]. By definition, 'build back better' incorporates regeneration and enhancement during recovery, rather than simply putting something back the way it prior to an emergency. It requires communities to adopt an approach that explores what building back safer looks like. Assessing appropriate reduction strategies requires an in-depth understanding of the potential future hazards and risks faced by a community and how these can managed or mitigated.

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[111] Priority 4 in *The Sendai Framework for Disaster Risk Reduction 2015-2030* focuses on enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction. Priority 4 incorporates learning lessons from emergencies and through integrating disaster risk reduction in all environments into development measures.

[112] United Nations General Assembly. 2016. *Report of the Open-Ended Intergovernmental Experts Working Group on Indicators and Terminology Relating to Disaster Risk Reduction.* Seventy-First Session, Item 19(c) A71/644

Understanding risks and hazards	Assessing appropriate reduction strategies requires an in-depth understanding of the future hazards and risks faced by a community and how these can managed or mitigated.
Working with experts	Recovery Managers need to work with engineers, community development specialists, planners and other specialists to identify opportunities for reducing the risks from future hazards. Recovery environment sector groups should be encouraged to consider reduction, particularly in the built and natural recovery environments. Recovery Managers should identify where additional expertise is required and ensure this is available to support the recovery.
Reduction across the recovery environments	While the built and natural environments will play an important part of reduction, it is important that Recovery Managers identify opportunities for reduction across the recovery environments. Recovery may present opportunities for creating increased resilience in a local economy, or communities may put in place initiatives that promote connectedness and resilience.
Community engagment	Understanding how recovery activities can support risk reduction should begin in preparing for recovery and should canvas the views of the community. It is likely that affected communities will be highly engaged in how they can avoid or be protected from future events.
	Conversations about hazard avoidance and mitigation can be difficult, particularly when communities may be advised that relocation is considered the best option.
	See *Section 3*, *12.1* and *12.2* for more information.

12.7 Monitoring, evaluation and reporting

Recovery should always be strongly aligned to the needs of the community, which change and develop over time. To do this effectively, it is important to both understand and monitor the needs of the community through the use of key indicators and measures.[113]

Monitoring and evaluating progress	Following an emergency, there is a need to monitor and evaluate the progress of recovery activities and the effect these activities are having in achieving the recovery outcomes as well as any unintended consequences.
	The regular and planned monitoring of recovery activities against the outcomes sought helps to ensure that:

- projects are adapted to emerging needs

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[113] Whakatāne District Recovery Project. 2017. *Whakatāne District Recovery Debrief April 2017 – ex cyclones Debbie and Cook.*

- resources can be redirected to meet other outcomes as early outcomes are achieved

- an early warning system is in place to identify outcomes that are not responding to recovery efforts and any unintended consequences of recovery efforts

- recovery planning is based on up-to-date information

- progress towards successful recovery is communicated to the community and other relevant stakeholders

- all groups involved in the delivery of recovery programmes are accountable for their respective performance[114], and

- the appropriate time for winding down formal recovery arrangements is identified.

Recovery management is focused on assisting affected communities to reach a point where they are able to manage their own recovery. By monitoring outcomes, it can be more easily determined when this point has been reached and when the formal recovery process can wind down[115].

Monitoring and evaluation frameworks should be developed alongside an Exit Strategy to ensure alignment (refer to *Section 13.1* for further information on Exit Strategies).

Monitoring and reporting risks and issues

In addition to progress, risks and issues also need to be identified, monitored and reported. Risks and issues could relate to (but are not limited to):

- progress of the recovery

- health and safety of individuals supporting the recovery, including volunteers, and

- unintended consequences.

Business-as-usual and/or response processes can be used to identify and monitor risks and issues.

More information

A risks and opportunities register template is available in the Recovery Toolkit at www.civildefence.govt.nz/recovery-toolkit.

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[114] Argyrous, G. and Rahman, S. 2016. *A Monitoring and Evaluation Framework for Disaster Recovery Programs.* The Australia and New Zealand School of Government Ltd, page 30
[115] Argyrous, G. and Rahman, S. 2016. *A Monitoring and Evaluation Framework for Disaster Recovery Programs.* The Australia and New Zealand School of Government Ltd, page 6

12.7.1 Recovery Outcomes Framework

What is a Recovery Outcomes Framework?	A Recovery Outcomes Framework is a set of measures used to monitor performance/progress towards outcomes and learn what is and is not working.

Defining recovery outcomes

In planning recovery activities and projects, it is essential to have clear, agreed recovery outcomes and indicators that set the direction for the recovery.

These are generally developed with input from the key stakeholders who will contribute to recovery activities, as well as from the affected community.

Some key steps for developing recovery outcome statements are:

- use collective knowledge, information and experiences to understand the consequences of the emergency and the problems to be overcome

- translate problem statements into positive outcome statements[116]

- identify the appropriate recovery environments for monitoring recovery progress, and

- reach consensus on a small number of critical outcomes — the outcomes do not necessarily need to cover all four recovery environments.

It is important to consider:

- whether some outcomes are more critical than others

- how the outcomes might be effectively measured, and

- who is best suited to achieve the outcomes.

It is also important to review and update outcomes regularly to incorporate changing recovery needs, new data sources and agreements.

Recovery indicators

An indicator is a measure (either quantitatively or qualitatively) of progress towards, or achievement of, a recovery outcome. For example, an indicator reporting the number of businesses in operation could be associated with the outcomes statement of returning the business environment to a pre-emergency state.

Indicator selection will subsequently determine the data collection and sources and how they are analysed and reported, and can highlight political and methodological considerations to work through. It is important to be cognisant of data availability when developing indicators. For example, the Canterbury Earthquake Recovery Authority found it particularly difficult to monitor environmental indicators because of the lack of data availability.

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[116] Kusek, J., & Rist, R. 2004. *Ten steps to a results-based monitoring and evaluation system.* Washington: The International Bank for Reconstruction and Development/The World Bank.

Tracking progress using outcome indicators also provides an opportunity to encourage collaboration between stakeholders (e.g. across central and local government agencies and iwi) and data-sharing across potentially isolated functions.

In an ideal scenario, indicators should have a universal definition, be readily available and be standardised, allowing comparison across recoveries in order to learn or identify national risks or issues. It is also important to consider the availability of data to measure an indicator.

A lesson from the 2010–2011 Canterbury earthquake sequence recovery is that indicators should show progress (or non-progress) in the critical recovery areas. A test of an indictor may be that without progress against it, recovery would not happen[117].

It is recommended that there are no more than 10 to 15 indicators for each recovery environment or project, and each indicator can be either quantitative or qualitative.

More information

An example from Australia of how recovery programmes can be evaluated for their effectiveness is available in *A Monitoring and Evaluation Framework for Disaster Recovery Programs* at https://knowledge.aidr.org.au/media/5967/a-monitoring-and-evaluation-framework-for-disaster-recovery-programs-v2.pdf

Examples of recovery outcomes and indicators is available in the Australian National Disaster Recovery Monitoring and Evaluation Database at https://knowledge.aidr.org.au/me-recovery-outcomes-search/.

Data sources

Once you have your list of indicators there are a range of methodological factors to consider:

When assigning data sources to indicators:

- identify the data sources that could be used to measure desired changes

- identify gaps in the availability of necessary data and information, and

- where necessary, develop proxy measures to measure progress against indicators.

Assess whether data sources based on existing administrative and survey data from government departments are fit-for-purpose before making the final selection of the indicators. The following list provides an example of criteria for selecting recovery indicators based on data assessment:

- reliability: data that are frequently updated and nationally comparable

- consistency: data that are collected in a stable and consistent manner across collection points and across time

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[117] Canterbury Earthquake Recovery Authority. 2016. *Benefits of a strategic approach to recovery: CERA's lessons on the journey from emergency to regeneration*, 8. https://www.eqrecoverylearning.org/assets/downloads/res0028-benefits-of-a-strategic-approach-to-recovery1.pdf

- relevance: data that have a constant relationship to the total population

- timeliness: data that are available within a few weeks of collection, and

- accessibility: barriers to data access, including privacy restrictions, cost and complexity are minimal[118].

Quantitative and qualitative data both have limitations. Quantitative data provide limited insights into qualitative changes and the process and causes of such changes. Therefore, a mix of both quantitative and qualitative methods is required.

- Quantitative measures help to monitor recovery progress and to identify problem areas for more in-depth study.

- Qualitative measures help to provide further insights into underlying factors driving trends[119].

Monitoring performance

Once the indicators and data sources have been determined, the Recovery Outcomes Framework can be implemented. A monitoring plan is required and needs to detail:

- the baseline and target values that will measure progress against an indicator

- the data sources and methods for data collection

- the person responsible for collecting or providing data

- the intervals at which data will be collected or provided, and

- any assumptions and risks associated with the indicators or data being collected.

Management of data will also need to be considered (refer to _Section 12.9_).

Communicating performance

Finally, consider how progress, including any risks or issues, will be communicated.

Dashboards are a common method, summarising the key information and an indication of any areas that need attention, but more detailed reports may be needed depending on the audience.

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[118] Canterbury Earthquake Recovery Authority. 2016. _Monitoring social recovery_, 5.
[119] Chang, S. (2010). Urban disaster recovery: a measurement framework and its application to the 1995 Kobe earthquake. _Disasters, 34_(2), 303-327.

The Canterbury Earthquake Recovery Authority developed an approach to monitoring social recovery. A description of the approach, including the development of evidence, which was nationally comparable and included pre-earthquake baseline data and lessons and tips is available on the EQ Recovery Learning website. Please note however this approach was developed for a large-scale emergency.
http://eqrecoverylearning.org/environments/social/resource/5534.

12.7.2 Recovery Team support

An important element of monitoring recovery is monitoring the health and wellbeing of the Recovery Team. The Recovery Team may have been impacted by the emergencies themselves and will be working in extraordinary circumstances to support the recovery of the community. This may take a toll on individuals in the team and it is important that the Recovery Manager is monitoring this.

Also consider how the team are celebrating success and milestones and if they are embracing new staff that bring new perspectives.

12.7.3 Reporting during recovery

The purpose of reporting is to maintain recovery management accountability and transparency, to keep the wider community and stakeholders informed, to gain support and assistance, and to record an account of recovery efforts including lessons identified.

Flexibility and simplicity

Reporting needs to cover the emergency from its beginning through to the winding down of recovery arrangements. Reporting throughout recovery must be flexible, simple and succinct, and have the necessary administrative assistance when required.

Targeted reporting

The level and type of reporting required is based on the size and scale of the emergency, and the target audience. Generally, reporting will be necessary for the following audiences:

- central government Ministers
- the National Emergency Management Agency and other Central Government agencies
- Local Authority politicians, senior executives and staff
- the Joint Committee and Coordinating Executive Group
- recovery environment sector group chairs and agencies
- the community affected by the emergency
- media, and
- the general public.

When targeting reporting to the audience, ask them what they need to know.

Depending on the size and scale of the recovery, reporting could be a simple overview and summary or more detailed larger events. *Table 6* includes elements that may be reported on during recovery

Table 6: Elements that may be included in reporting during recovery

Elements that may be included in reporting during recovery
Event overview and current status including: geographical area affected, nature of event, statistics, summary impact and welfare needs assessment.
Transition arrangements (handover from response phase, ongoing responsibilities, meetings schedule etc.
Recovery management overview, including governance, Recovery offices and recovery environment sector groups. Recovery is often about looking for the simplest way to get things done. Sometimes practices will emerge that lead to innovative change and, consequently, improved future practices. Other simplified processes may need to return to business-as-usual.
Actions outstanding from response, including any critical issues / recovery management considerations.
Recovery status / actions planned across the environments: • social environment (welfare including numbers of people affected and needs, safety and security, health) • built environment (residential housing, commercial and industrial property, public buildings/assets, rural farmland, lifelines utilities) • economic environment (individuals, businesses, infrastructure), and • natural environment (ecosystems, waste/pollution, amenities).
Recovery management issues/priorities: • information management • public information management • financial management (cost tracking and reporting, Government financial support, management of relief funds) • rural sector (Enhanced Task Force Green) • community recovery programmes and management, and • Recovery Team arrangements.
Exit strategy (definition of what constitutes the end of recovery management and how transition will be made to business-as-usual).

Status Report	A Status Report is a short, regular report that reports progress against the Recovery Action Plan. It contains:

- the overall status of recovery

- highlights and milestones for the reporting period

- current or emerging issues or risks

- progress against the Recovery Action Plan, and

- key indicators.

It should be distributed to:

- the National Emergency Management Agency

- the Group Recovery Manager (if it's a local level recovery)

- the Coordinating Executive Group and Joint Committee

- local authority senior executives and key staff/teams involved, and

- recovery environment sector group Chairs and agencies.

More information	A Status Report template is available in the Recovery Toolkit at www.civildefence.govt.nz/recovery-toolkit.

Reporting responsibility of Recovery Managers	Recovery Managers are responsible for ensuring that regular reporting is undertaken by:

- defining the types of reports required for the event

- ensuring that reporting is compatible with reporting developed during the response and aligns with the Recovery Plan and Recovery Action Plans

- developing a reporting timetable

- ensuring that regular finance reports are completed, and

- ensuring that recovery environment sector groups report on a regular basis.

Reporting responsibility of Public Information Managers	Public Information Managers are responsible for ensuring that reporting is appropriately tailored towards the community affected by the emergency, the media and the general public.

12.8 Governance, accountability and decision making

> *"Understand that recovery is a balancing act. Don't be afraid to think, pause, reflect, collaborate, reconsider/refresh as appropriate. But, most of all, don't be afraid to make decisions when they are needed"[120].*

It is important to activate, tailor and clarify, if necessary, recovery governance, accountability and decision-making early in recovery to avoid misunderstandings or confusion as to who is doing what and to ensure there is no delay in decision-making.

Activating recovery governance

Governance arrangements established prior to the emergency (refer to *Section 8.4*) need to be activated once response has moved to recovery. This can include bringing together:

- members of a strategic governance group (this may be the Territorial Authority Council or a Council Recovery sub-committee), and
- the Recovery Team, who are responsible for and support operational recovery management.

The purpose of bringing these people together is to:

- confirm (and clarify or tailor if necessary) their responsibilities

- share and develop situational awareness

- identify, discuss and secure resources needed to support the recovery, including what agencies, organisations and groups will be members of the recovery environment sector groups (these should have been identified pre-emergency), and

- develop and gain approval of the Recovery Plan.

Confirm accountability, roles and responsibilities

Confirming and, if necessary, tailoring accountability and roles and responsibilities early is crucial. This includes accountability in terms of line management as well as communication flows.

For example, the Local Recovery Manager will be accountable to the Territorial Authority Chief Executive Officer and Mayor but must also ensure there is an information flow or reporting to the Group Recovery Manager, Coordinating Executive Group and Joint Committee (this may be done for the Coordinating Executive Group and Joint Committee through the Group Recovery Manager).

Accountability for information flows and reporting also needs to be confirmed for others involved in recovery. This includes setting the clear expectation that agencies and organisations supporting the recovery need to operate within the recovery coordination arrangements. This should be done through activating recovery environment sector groups and appointing recovery environment sector group chairs.

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[120] Benesia Smith, former Deputy Chief Executive, Canterbury Earthquake Recovery Authority

| Principles to guide decision making | To guide decision making, the principles in _Table 7_ should be considered by both a strategic governance group and the Recovery Team. |

Table 7: Principles to guide decision-making of strategic governance group and the Recovery Team

Principles	Description
Conditions for innovation	Recovery creates a unique set of circumstances that supports new thinking and ways of doing things.
Innovation in the recovery context	During recovery, there will be a need to think outside the box. Recovery is an opportunity to embrace innovative solutions to achieve better recovery outcomes for communities. By focusing on communities' strengths during recovery, innovative solutions can be enhanced.
Adapting or designing processes for recovery	Recovery is often about looking for the simplest way to get things done. Sometimes practices will emerge that lead to innovative change and, consequently, improved future practices. Other simplified processes may need to return to business-as-usual.

12.9 Managing information

The objective of information management is to manage and exchange timely, relevant, consistent and reliable information to aid and support decision making to enable effective and integrated recovery management (refer to section 27.2 of the _The Guide to the National CDEM Plan_). The objective is the same in response and recovery, meaning that as response moves to recovery, information needs to be captured and reported in a consistent manner (Refer to section 27.5 of the _The Guide to the National CDEM Plan_).

A key information management activity during recovery is the management of information systems and processes. This allows for information gathered (for example through impact and welfare needs assessments. Refer to _Section 12.1_) to be appropriately managed and used to inform decision-making.

| Purpose of collecting information | Information is collected in recovery to: |

- determine priorities by understanding the needs of a community through needs analysis

- convey information to people

- build situation awareness so an action can be taken

- manage performance and progress

- identify and manage risks

- inform and make decisions, and

- identify lessons learned.

Principles of information management in recovery

The following principles apply to information management after an emergency[121]:

- use, where practicable, systems that allow for multi-agency use and visibility

- use business-as-usual information supplied from and maintained by the responsible agencies

- augment business-as-usual information with information from the emergency that is exchanged between the responding agencies

- use normal communication methods and additional emergency communication methods in the order of their availability and effectiveness at the time, and

- conform, where practicable, to equivalent business-as-usual practices and national standard specifications.

Information collection, collation and distribution considerations

Lessons learnt from past recoveries have highlighted the most important considerations for information collection, collation and distribution. The lessons in *Table 8* need to be addressed early.

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[121] *The Guide to the National CDEM Plan 2015* s27.3 Principles (a) – (e), which apply to response and recovery.

Table 8: Considerations for information collection, collation and distribution

Considerations
Be aware of privacy concerns when sharing information, particularly personal information. Recovery Managers and those in a Recovery Team need to be aware of privacy concerns and information sharing obligations. In some instances, information may not be able to be shared.
Ask for data or formats that agencies and organisations normally collect, collate or provide. For example, insurance companies may only collate and monitor claims on a nationwide basis and may find it difficult and burdensome to easily share information for specific local areas. Requesting data that is not normally collected or in a form that is not normally collated could lead to frustrations, delays in receiving the information or not receiving the information at all.
Use information gathered during response and continue to verify, amend and enhance it as recovery progresses. Datasets built during response to hold information on the impacts of the emergency must be managed and updated with new information.
Collect high quality, verified information to enable recovery decision-making.
Collect task-specific detailed information on priority areas — normally welfare needs and building/infrastructure damage.
Use Geographic Information Systems (GIS) to **develop spatial information** to maintain situational awareness and underpin planning.
Establish efficient collection methods to gather information from multiple sources and utilise all available sources.
Ensure good records are kept. Information will continue to be collected throughout recovery and good records will improve situational awareness and are needed for monitoring, evaluation and reporting (refer to *Section 12.6*). Recovery Managers and Teams also need to be aware of any obligations they have under the *Public Records Act 2005* relating to how they create, maintain, transfer and dispose of records.
Develop privacy protocols for information-sharing. Information may need to be shared between agencies and organisations to ensure recovery activities are coordinated and unnecessary duplication is avoided. Information management **systems need to allow sharing to happen easily and quickly.** Agencies should confirm early how they will share information, drawing on arrangements and agreements established during pre-emergency recovery operational planning (refer to *Section 8.8*). This may include confirming confidential information-sharing protocols with insurance companies and the Earthquake Commission.

Privacy and information sharing	After an emergency, information may need to be shared with agencies contributing to the coordination and delivery of recovery support, particularly for welfare services.
	Recovery Managers need to understand and abide by the *Privacy Act 1993*. This Act controls how agencies collect, store, use, disclose and give access

to personal information. People have the right to request any information gathered about them under this Act.

See Section 6 in Part 2 of the *Privacy Act 1993,* which features 12 information privacy principles.

The *Privacy Act 1993* is available at www.legislation.govt.nz. For more information refer to the Privacy Commissioner's website www.privacy.org.nz.

Resourcing

The most important factor in ensuring effective information management during recovery is ensuring that information management is recognised as a core activity and is resourced adequately.

Recovery experience from both large and small–medium events in New Zealand shows that information management demands can be huge, even for small events. Data matching and validating also requires considerable time and resources and can often be underestimated. Matching and validation is important to ensure that support and activities are focused on real community needs.

Ensuring adequate skilled resourcing for the information management function is the responsibility of the Recovery Manager.

Utilising the Intelligence function

Ongoing management of information systems is required throughout recovery as it is the basis for capturing and collating information to inform recovery decision making.

During response, the Intelligence function has four key questions to answer[122]:

- what is happening now?
- why is it happening?
- so what, i.e. what does it mean?
- what may happen next / in the future?

It is recommended that some form of Intelligence capability be retained and tailored to recovery activities during recovery management. Maintaining this capability into recovery will help to underpin decision making.

12.10 Exercising Transition Period powers

If a Transition Period Notice is in place, Group Recovery Managers have access to the powers in Part 5B of the *CDEM Act 2002*.

CDEM Groups may appoint one or more Local Recovery Managers and delegate the functions, duties and powers of the Group Recovery Manager to the Local Recovery Manager or Managers to exercise in the area that the Group Recovery Manager is appointed (s30(1)).

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[122] National Emergency Management Agency. 2019. *Coordinated Incident Management System (CIMS)* 3rd ed.

Some of the powers are also available to a constable, as defined by the Act and s4 of the Policing Act 2008.

Transition Period powers

The powers available reflect the activities that CDEM Groups, councils and communities may require Recovery Managers to exercise to aid recovery once a state of emergency has ended.

These powers are contained in section 94 of the *CDEM Act 2002* and the *Factsheet: Powers of a Recovery Manager during transition* at www.civildefence.govt.nz.

Legal tests

Recovery Managers can only exercise powers under a Transition Period Notice if they meet three legal tests. The action must, in the Recovery Manager's opinion, be 'in the public interest', 'necessary or desirable to ensure a timely and effective recovery' and 'proportionate in the circumstances' (s94G(3)).

Reporting

There are specific reporting requirements if any power is used during transition periods[123]. Reporting requirements include:

- a written report from the Recovery Manager to the Director CDEM and a copy to the CDEM Group within seven days of the transition period ending

- detail on the powers used, by who and the reasons for use, and

- making the report public — as the CDEM Group must put it on its website.

More information

More information about transition period notices, including the powers made available to Recovery Managers is available in the following documents at www.civildefence.govt.nz.

- *Factsheet: Powers of a Recovery Manager during transition*
- *Factsheet: Local Transition Periods*
- *Quick Guide Giving Notice of a Local Transition Period*

Templates for recording and reporting the use of powers are available in the Recovery Toolkit at www.civildefence.govt.nz/recovery-toolkit.

12.11 Community involvement and engagement

Recovery management is not possible without community involvement. Communities spontaneously begin their own recovery from the start of an emergency, and the role of recovery leaders is to provide structured support, coordination and communication to facilitate community recovery efforts and provide opportunities for communities to reconnect. There is also increasing

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[123] It is not necessary to provide a report to the Director CDEM if no transition period powers were exercised during the Transition Period.

recognition that the processes used by agencies involved in recovery to interact with communities are critical and can impact, either positively or negatively, the capacity of individuals and groups to manage their own recovery process.

Community involvement in recovery management is an important means of contributing to the empowerment of individuals and communities to manage their own recovery, and to encourage innovation. It is also a core mechanism that drives recovery planning and management. Engaging with communities can be a balancing act between taking the time to consult and maintaining progress, and making decisions that require quick action. Communities will be highly motivated following an emergency; however, they may have difficulty accessing or understanding messages being delivered or engaging in strategic recovery conversations.

Supporting and enhancing the resources, capacity and resiliency already present within individuals and communities is the key to successful recovery[124]. Recovery Managers and teams need to carefully consider what form of community participation is appropriate for different phases and aspects of recovery. This could range from informing the community to help them understand a decision, to empowering them to make a decision about their future[125].

Recovery Leaders need to foster two-way engagement and collaboration with communities to hear their priorities, needs and wants as these will drive recovery planning and management. They also need to support communities to inform or determine options, progress, pace and the services they need.

Engagement with communities can take many forms — community meetings, social media, recovery centres, workshops, community forum and community events. Face-to-face meetings, forums and events provide a chance to meet recovery leaders, share stories and connect with others. They also create opportunities to test recovery planning assumptions with the community. Refer to *Section 12.11.1* for further information on community engagement during recovery.

Communication, involvement, collaboration and empowerment

It is crucial for recovery leaders to understand the difference between communication, involvement, collaboration and empowerment so they can use them when most appropriate.

Refer to *Engaging with communities* in *Section 3.1*, and the IAP2's Public Participation Spectrum for more information about the difference between communicating/informing, involvement, collaboration and empowerment.

Communication

Communication is vital, both within and between groups, organisations, agencies, decision makers, politicians and other stakeholders involved in supporting the community to recover. Communication involves not only sharing information, but also leveraging information networks and systems to

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[124] Adapted from Australian Institute for Disaster Resilience. 2018. *Australian Disaster Resilience Community Recovery Handbook.*
[125] International Association for Public Participation. 2014. *IAP2's Public Participation Spectrum.*

inform recovery planning and decision making, and enables recovery activities and resources to be activated in response to feedback from all involved.

Regular communication with the community is essential in recovery and will be different from how day-to-day communications are managed. The community will want to know how recovery is progressing, even when there is little progress to report. They will also want to know what Recovery Leaders know and don't know.

Where good communication practises exist, effective coordination and engagement will naturally follow.

Refer to *Section 12.12* for further information on communication with the community during recovery.

Encouraging meaningful community involvement

National and international recovery experience shows that the following factors are important for meaningful community involvement in recovery:

- **involve communities early and in a meaningful way**. The type of engagement required will depend on the consequences of the emergency. Develop engagement strategies based on the International Association for Public Participation (IAP2) Spectrum of Public Participation (inform – consult – involve – collaborate - empower)[126] and seek advice and support from local community engagement and development subject matter experts and Public Information Managers

- **the more empowered an individual or community, the more effective the recovery**. Careful consideration needs to be given to ways to empower the community, as greater efforts to ensure empowerment means greater investment in agency time and resources. Be proactive and reach out to affected people

- **manage public expectations by being honest** about the difficulties faced and by setting realistic goals. Some decisions will be based on extensive consultation, whereas others will need to be made quickly in the interest of safety. Explain this to the community. Use transparent processes and clarify the basis for decision making

- engagement with communities needs to be **continual and two-way** throughout recovery. Listen and respond to community concerns, suggestions and knowledge. 'Walk alongside' the community through recovery and make sure that communities can see themselves represented in recovery coordination arrangements

- establish and maintain a **local presence** that is accessible, available and visible in the communities affected. This could be by establishing a centre for community recovery. Refer to *Section 12.11.2* for more information

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[126] IAP2's Public Participation Spectrum is used to describe how different types of engagement have a greater or lesser impact on the community.

- **listen for community 'silence'** as well as 'noise', as both can be good indicators of potential issues

- look for **local community leaders, champions and influencers**. Use their knowledge and networks and seek a collaborative approach, working alongside them to develop and deliver community-led projects. Validate the views and inputs of interest groups with the broader community

- **keep people genuinely engaged** as much as possible over time, recognising that recovery issues drop off the radar quickly. This could be through tailored engagement techniques that change over time (and which change from those used in business-as-usual engagement), and

- recovery activities should **build upon the inherent strengths and capabilities** of affected communities, be based on pre-emergency planning and work through existing networks (refer to *Section 8.1*). Work with existing community groups and support and bolster them to deliver activities for the community. Base engagement on the capacity and needs of the impacted community, rather than the process and timeframe needs of local authorities and agencies.

More information

More information about community involvement in recovery is available in the *Australian Disaster Resilience Community Recovery Handbook 2018* at https://knowledge.aidr.org.au/media/5634/community-recovery-handbook.pdf.

See *Engaging with communities in a recovery context* for lessons on community engagement and communication in the Canterbury earthquake recovery, available at eqrecoverylearning.org.

More information on the spectrum of public participation and the message that can be given to the community to manage expectations is available in the *International Association for Public Participation's Public Participation Spectrum* at https://www.iap2.org.au/Tenant/C0000004/00000001/files/IAP2_Public_Participation_Spectrum.pdf and in Section 3 of the *Community Engagement in the CDEM context Best Practice Guide [BPG4/10]* at www.civildefence.govt.nz.

More information on community engagement including templates for profiling, planning and evaluating community engagement approaches is available in the Community Engagement in the CDEM Context Best Practice Guide [BPG 4/10] at www.civildefence.govt.nz.

12.11.1 Community engagement and events

There are many community engagement mechanisms and tools that can be used in recovery. Recovery provides an opportunity to use innovative approaches as well as commonly used approaches such as community meetings, forums, committees and events. Providing opportunities for

communities to reconnect is a means of psychosocial support and contributes to social recovery.

The key factor to consider when deciding on the most appropriate mechanism is to understand the characteristics of the community so approaches can be tailored to them. Other factors include:

- considering ways to overcome any engagement barriers for different groups in the community (for example age, culture or language) by using different mechanisms and tools for different groups

- giving people time to reflect on information and be involved at their pace — pressure to respond to unrealistic deadlines can create additional anxiety and stress that can exacerbate personal issues

- considering the whole community when deciding on engagement mechanisms, acknowledging different parts of the community may want to engage at different times, and gaining a balanced view on community needs, and

- knowing any pre-existing engagement mechanisms that could be used.

Community meetings

Community meetings are a key engagement tool during recovery. Experience from previous events shows that demand for face-to-face engagement with communities is often high and public information management must be closely aligned with community engagement.

The following points should be considered when planning for and delivering community meetings during recovery:

- **start holding community meetings early** in the recovery process and hold them in locations based on community priorities and demand

- **use as many existing and new communication channels** (i.e. radio, letter drops, community hub notice boards, local papers, etc.) to provide information about the meetings to ensure people know where and when they are being held

- **provide as much information as possible at the meeting,** including what you know, what you are doing and what you want the community to do — the who, what, where, when and why of local authorities, Government and recovery partners

- **allow people to express their frustration first**, and accept this as a normal part of dealing with recovery. It should be understood that people may not be in a calm state of mind and that some people will be looking for someone to hear their concerns

- **facilitate meetings with honesty, empathy and realism**. Meetings should be chaired by the Recovery Manager, and attended by Mayors / CDEM Group Chairs, and local authority senior executives and representatives. Be a part of the meeting not apart from the meeting

- ensure **participation and support at meetings from recovery partner agencies** such as the Earthquake Commission, the Ministry

of Social Development and technical specialists such as GNS Science and engineers. Give people the opportunity to talk to those who have the answers to their questions, and

- **commit to and hold follow-up meetings** at each stage of the recovery.

Community forums and recovery committees

Community forums or recovery committees can be used as a formal way to engage with a community, provide an opportunity for the community's voice to be heard and build a holistic picture of needs and issues. They provide an opportunity for Recovery Teams, agencies, community leaders and representatives to discuss progress and issues, and share knowledge, and they provide a means of making informed decisions.

Depending on the scale of recovery, different forums or recovery committees can be established. The key consideration is whether these groups are Council- or Government- led, or if they are community-led.

Groups may use or build on existing organisations or be purpose-built. For example, an existing Residents Association could hold regular meetings that provide an opportunity for community residents to share their experiences and also for Council staff and elected officials to attend to provide up-to-date information and to hear concerns. Or a new group of Council, agency and iwi representatives could be brought together to share information and address issues.

Real world examples

Following the 2010–2011 Canterbury earthquake sequence, Waimakariri District Council outlined the key roles of community-led recovery committees[127]. Some of these roles included:

- representing the needs of the community

- providing legitimate and recognised leadership

- acting as a community advocate

- communicating and listening to the community

- informing and engaging the community on recovery, and

- providing a strong communication channel between the community and council, and other organisations and government agencies involved in recovery.

In previous recoveries, forums established by central government have had useful community representative participation, particularly from iwi. Examples of community and government forums from previous recoveries include the following:

- the Chief Executives' Forum for the November 2016 earthquake and tsunami, which included Te Rūnanga o Ngāi Tahu and chief executives from affected councils

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[127] Waimakariri District Council. 2018. *Social Recovery 101: A Guide for Local Social Recovery*: *Waimakariri District Council's social recovery framework and lessons learnt from the Greater Christchurch Earthquakes.* https://www.waimakariri.govt.nz

- the Coastal Route Transport Infrastructure Restoration Liaison Group, chaired by the New Zealand Transport Agency, which included communities and iwi interested in the rebuild of the Kaikōura to Blenheim transport corridor after the November 2016 earthquake and tsunami

- the Whakatāne Leaders' Forum, which included councils affected by the Whakatāne District floods in 2017, central government agencies and local iwi Chief Executives. It provided a forum to update and share information between parties and to discuss issues

- the Canterbury Earthquake Recovery Authority (CERA) Community forum, which provided the Minister for Canterbury Earthquake Recovery with information and advice on recovery matters. The forum consisted of members who represented a wide cross-section of the Canterbury community, including residents associations and community groups, and

- Kaikōura Marine Guardians were an established community group, which includes Te Rūnanga o Ngāi Tahu, the Kaikōura community, biosecurity, conservation, education, environment, fishing, marine science and tourism interests. The Kaikōura Marine Guardians helped determine priority areas for the Kaikōura Earthquake Marine Science Recovery package following the November 2016 earthquake and tsunami.

Community events

Organising community events during recovery is a good way to keep people connected and engaged, as well as thinking and working as a community. Community events may include both practical and social events. Examples include:

- recovery expos (the 'how-to' related to all aspects of recovery) and DIY workshops on landscaping and fencing that provide assistance to people needing support with everyday activities such as lawn mowing

- community social events, including school holiday programmes, Secret Santa, Kaumātua groups, community barbecues and children's play events, and

- 'welcome home packs' for people as they return to their home — these packs can contain basic household items such as cleaning products and linen.

The Recovery Manager and Team should link to community leaders to ensure the needs of the community are understood, and work closely alongside community groups to hold these events. For example, an existing community group may plan an event with logistical or financial support from the local authority.

More information

More information and examples of community forums and recovery committees is available in the following documents.

Whakatāne District Recovery Debrief – April 2017 – ex-cyclones Debbie and Cook at https://www.whakatane.govt.nz/recovery-debrief%2Btoolbox.

Social Recovery 101 A Guide for Local Social Recovery on the *Waimakariri District Council's social recovery framework and lessons learnt from the Greater Christchurch Earthquakes* at https://www.waimakariri.govt.nz.

12.11.2 Centre for Community Recovery

Purpose of centres for community recovery

A centre for community recovery provides a central meeting place for people and communities and a single point to access information, assistance, updates, and agency and organisation advice. Communities often relate best to local people on-site within their community and these centres allow individuals to have ready access to recovery services and to connect with agencies providing social services, building/housing services and insurance advice.

The facilities provide an opportunity for two-way communication and facilitate community involvement in recovery as they are a place for people to meet and connect, read books, use computers and have a coffee and a chat. They are also a visible sign of recovery efforts.

The facilities can help Recovery Managers, Recovery Teams and other agencies involved:

- understand needs and issues arising

- understand community dynamics, relationships and how the communities are coping, and

- coordinate delivery of some welfare goods and services.

Considerations in setting up centres for community recovery

The crucial element for establishing a place where the community can access support and information is determining what the right type of facility to address community needs.

The right facility might be a continuation of a Civil Defence Centre (CDC) that was set up and managed by CDEM in response or it might be a new location.

To determine what the right facility is, the Recovery Manager needs to consider the following:

- is the facility **based in the affected community and is it visible and accessible**?

- is the facility able to **provide a space for people to meet**, access information, use computers, have private meetings with agencies and have a coffee and a chat?

- is there space for **agencies providing services (including navigators and residential advisory services) to be located at the centre**? Will agencies and support be available at the centre during the weekdays or at the same time and place each week, or will agencies need to hot-desk on different days?

- is there **space to hold community meetings**?

- **how long will the centre need to remain open**? The longer the timeline for recovery, the more important a centre will be for providing

support and services. The length of time may also influence the facility used. For example, if it is in a school, it will stop the school opening and children returning to school and there will be health and safety considerations of having people on the premises

- is the centre **separate from the Recovery office** (if set up) so the Recovery office can be unencumbered by walk-ins?, and

- are there enough **resources to staff and manage** a centre?

Centre name

The name used for centres for community recovery vary between communities and emergencies. Some examples used for past recoveries include Recovery Centre, Civil Defence Centre, Information Hub, Community Service Hub, Recovery Assistance Centre and Recovery One-stop Shop.

The important consideration is to use a name that is acceptable and recognisable to the community and reflects the purpose of the centre.

Regular review of purpose

The purpose of the centre should be reviewed as recovery progresses to ensure that the services and support offered through the centre are meeting the needs of the community. This could include whether agency presence in the centre is appropriate, both in terms of what agencies are present but also the amount of time they are present. Reviewing the purpose of the centre will also help to identify when the centre is no longer needed by the community and could transition to another facility or close.

More information for setting up and managing centres

Guidance provided in the *Welfare Services in an Emergency Director's Guideline [DGL 11/15]* for setting up and managing a Civil Defence Centre may be useful to refer to when establishing centres for community recovery. The *Welfare Services in an Emergency Director's Guideline [DGL 11/15]* is available at www.civildefence.govt.nz.

12.11.3 Recovery navigators

In recent events, one-on-one support to help people navigate through new processes, systems and agencies has proven to be highly effective in helping individuals and communities recover. These roles are commonly known as Navigators.

Navigators aim to facilitate access to the right support at the right time to affected family/whānau and strengthen individuals and family/whānau so they can move forward with their lives. They contribute to the wellbeing of affected individuals and family/whānau by supporting their access to services needed to enable their recovery. They can link individuals and family/whānau to servies to assist with personal and business insurance claims, re-build consents, business planning, and planning changes with local authorities.

A Navigator has a good understanding of the community they are supporting and leverages off existing relationships with iwi, non-government organisations, communities, local government and government agencies, and links affected residents to existing support services. The role

complements and should work and coordinate with other support services facilitators and navigators, such as rural support facilitators and Whānau Ora Navigators.

Navigators are also a source of substantive information such as building repair progress. Using Navigators as a source of data can be invaluable to the Recovery Team but requires careful consideration to ensure sharing information does not conflict with their primary (and generally "in confidence") support of individuals and communities.

The benefits of providing the right support at the right time include[128]:

- easing the physical, psychological and social difficulties being experienced

- negating the need for individuals/family/whānau to deal with responding agencies separately

- connecting and coordinating access to all support and resources

- allowing support to be individualised and relationship-based and supporting, empowering and strengthening individual capacity

- allowing support to be proactive (mobile) and responsive to identified needs, delivered by local professionals providing essential support to vulnerable people

- providing relevant context within which whānau can explore ways to address continued disruption and uncertainty, and

- building on psychosocial recovery plan objectives with the aim of minimising the number of affected people requiring specialised services.

More information

Examples of how Recovery Navigators were used are available in:

- The November 2016 earthquake and tsunami, available at www.civildefence.govt.nz (search Navigators)
- The Whakatāne District floods in 2017 in the Recovery Debrief and Toolbox available at https://www.whakatane.govt.nz
- The 2010–2011 Canterbury earthquake sequence in Waimakariri available in *Social Recovery 101 A Guide for Local Social Recovery* available at https://www.waimakariri.govt.nz

12.12 Communicating with the public

Purpose of communicating with the public

During recovery, Communication and Public Information Managers play an important strategic and leadership role alongside Recovery Managers.

Communication and Public Information Management (PIM) during recovery is critical for people and communities to understand what is happening and

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[128] Based on *Case for Navigators* (Whakatāne District Recovery Project, 2017).

where to seek assistance throughout the recovery process, and to facilitate community involvement in recovery. The Communication/PIM function[129]:

- engages people and communities in long-term community regeneration, and

- provides timely, accurate and clear practical information about the overall state of recovery and progress made and issues such as public health, utilities, welfare, mayoral relief funds, grants and assistance from government agencies.

The goal of the Communication/PIM function during recovery is the same as in response — to provide information that:

- creates strong public confidence

- provides effective advice to the public on what to do and where to go for assistance

- manages public expectations, and

- informs the public not affected by the emergency.

PIM responsibilities during recovery

The PIM function during recovery is usually a continuation of arrangements that are in place following response. The functions include[130]:

- working with and monitoring the media

- issuing public information to the community and managing community relations

- monitoring social media and overseeing effective information flows from communities with the Recovery Team

- advising the Recovery Manager and attending meetings

- liaising with the Territorial Authority Mayor and Councillors and/or the CDEM Coordinating Executive Group / Joint Committee members

- collaborating with public information management personnel from other agencies

- preparing and leading media conferences

- working closely with recovery spokespeople, including briefing them before interviews, and

- ensuring information points and helplines are kept updated, and liaising with the people managing site visits for VIPs and media.

Who to communicate with

It is crucial to ensure that all people that need to be communicated with in recovery are identified. This can be done through stakeholder mapping and through developing a communications strategy. Examples of individuals and

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[129] National Emergency Management Agency. 2019. *Coordinated Incident Management System (CIMS)* 3rd ed.
[130] Adapted from *Public Information Management Director's Guideline for Civil Defence Emergency Management Groups [DGL14/13]*.

groups that are likely to need to be communicated with include, but are not limited to:

- affected individuals and community (this may include families of affected individuals overseas)
- iwi
- the wider community (who are unaffected)
- stakeholders and partners assisting with the recovery
- decision-makers
- elected members, and
- central government agencies involved in the recovery.

Communication principles

PIM messaging during recovery should[131]:

- be a single source of information that is authoritative, trustworthy and consistent
- be down-to-earth (especially for rural communities), honest and give the 'hard' facts
- keep issues in front of the community and give a holistic view
- help people understand what happened during the event, and why
- project that Council is engaged, cares about communities, will support communities and is in control
- be simple and practical, and state the obvious
- be clear, accurate, relevant and timely
- be proactive, regular and consistent, even when there is nothing new to update — people won't always hear the message the first time, so repeat and repeat again
- utilise a combination of channels — status sheets, newsletters, social media, billboards, handouts, emails and website updates, depending on what will work best for the local community
- be linked to welfare and targeted to those most vulnerable, and
- quickly manage misinformation.

Key messages

Key messages communicated throughout recovery will differ depending on the emergency, the scale of consequences, the phase of recovery and who is being communicated with.

In the short term, messaging will focus on:

- how to get information
- how people can update their details

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[131] Adapted from Morris, B. 2015, *Learning from Regional Recovery Events: A Practical Guide for Territorial Authorities and Local Recovery Managers*, 5.

- where people can get help, and

- who is 'in charge' of what information.

Long-term messaging provides reassurance by providing information on the background and science of the emergency, breaking the recovery into stages and communicating what has been achieved and what is coming up next. It focuses on the key issues along with the big picture, holistic view.

Common key messages from past recoveries that should be communicated to everyone include the following:

- what we know

  ○ the recovery process will be lengthy and most likely costly

  ○ it will be frustrating, but together we can make sure the process benefits to the affected community

  ○ we are doing everything we can to ensure there is as little disruption as possible, but there will be some disruption

  ○ the community is the most important part of the recovery

- what we don't know and what we are doing about what we don't know

  ○ we don't have an exact timeline for completion of the project, but we do have a staged timeline / schedule of works, which we aim to work within

- what are we doing

  ○ timeline of work schedule

  ○ timeline of community engagement

- what we need you to do

  ○ here is where you can find the latest updates

  ○ share updates and information with all members of communities, including those who might not have easy access to some forms of communication.

Communication channels

Multiple communication channels need to be used to maximise the likelihood that messages are received by the intended audience. Existing channels will vary in each community and some new channels may need to be developed to reach key audiences. Also, the channels used during response will already have an audience, so use these rather than attempting to re-engage. Some examples of channels to consider include:

- local media / news outlets

- existing iwi communication channels

- social media for pushing messaging and monitoring/receiving feedback from communities — this includes social media of local authorities as well as runanga, supporting agencies and community organisations

- regular newsletters — printed and digital, including existing newsletters such as community/school newsletters

- community open days or workshops, community hui/meetings

- existing forums and groups

- visual products, including posters/maps/flyers/brochures, that share where to get information

- videos that share community/rebuild stories, and

- a page for recovery updates on the local authority website.

Local authorities and Recovery Managers should partner with community organisations and non-government organisations as a way of increasing the reach of messages and listening to the community to improve communication and learn from mistakes.

Use social media to push messaging and monitor/receive feedback from communities. Don't underestimate the ability of disaffected individuals to derail recovery processes via the media.

Liaise with and keep local media in the loop, and use media accreditation for larger events if required.

Communication tools

Communication tools should be used to help all members of a community understand key messages. Examples of communication tools include:

- visual tools such as diagrams, maps, plans, pictures, photos and videos

- experiential and interactive tools

- onsite visits to impacted areas

- electronic and paper surveys

- supporting resources such as brochures

- social media

- translated information, and

- sign language.

Continue communicating

Wider public interest and awareness of an emergency often drops following response, which can lead to affected communities feeling isolated. This needs to be managed, which can be done by keeping the wider population informed of progressing and ongoing issues.

Other considerations

The effectiveness of PIM during recovery depends on the effectiveness of PIM during response. It is important for the Recovery Manager to have a close working relationship with the Public Information Manager in response.

Do not underestimate the level of demand for information or resources required, even for small events.

PIM must be resourced adequately. Nobody will criticise leaders for 'communicating too well' with their communities.

Careful consideration should be given to whether any public information message informs and advises people or whether it engages and empowers them.

Make a list of audiences and stakeholders and the information they need and provide a timeline for providing that information.

Talk to local media about doing a series of features on the recovery process with preparedness messaging (information and education). Get them involved to tell community stories.

More information

More information about Public Information Management is available in the *Public Information Management Director's Guideline for Civil Defence Emergency Management Groups [DGL14/13]* at www.civildefence.govt.nz.

Information about including and engaging with culturally and linguistically diverse (CALD) communities is available in:

- *Including culturally and linguistically diverse (CALD) communities [IS 12/13]* at www.civildefence.govt.nz
- *Best Practice Guidelines Engaging with Culturally and Linguistically Diverse (CALD) Communities in Times of Disaster* at https://ccc.govt.nz/assets/Documents/Services/Civil-Defence/BestPracticeGuidelinesofDiverseCommunitiesDisasterMarch2012.pdf

Further information on communicating in recovery is available in:

- *Social Recovery 101: A Guide for Local Social Recovery*: *Waimakariri District Council's social recovery framework and lessons learnt from the Greater Christchurch Earthquakes* available at https://www.waimakariri.govt.nz
- Australian Red Cross, *Communicating in Recovery* available at https://www.redcross.org.au/get-help/emergencies/resources-about-disasters/help-for-agencies/communicating-in-recovery

12.13 Activating financial arrangements

The need for financial management

Sound financial management and systems are required throughout the recovery process at both the local and CDEM Group level.

Local authorities and CDEM Groups should activate their pre-emergency financial arrangements for recovery. Generally, this involves setting up event-specific cost centres using existing financial systems and processes, and maintaining robust financial records.

Working with government agencies

Government agencies play an important role in supporting recovery management. Government agencies have mandated responsibilities that will be undertaken in recovery. When establishing recovery environment sector groups, Recovery Managers at both the local and Group levels will need to work with recovery environment sector group chairs to identify the agencies that will be involved and at what level they will be involved.

Some national agencies will have regional offices (or structures) that will have established relationships at the regional and local levels, normally via established groups such as welfare coordination and lifelines utilities. The National Recovery Manager is responsible for coordinating support at the national level and can provide advice to group and local Recovery Managers in accessing support.

Government financial support to local authorities and financial assistance

Government financial support to local authorities is provided during recovery under section 33 of the *Guide to the National CDEM Plan*. Financial assistance to people affected by an emergency is a Welfare responsibility during recovery.

Recovery Managers need to ensure that access to financial assistance during recovery is coordinated via recovery environment sector groups, and that processes for accessing financial support for local authorities are activated and completed.

12.13.1 Local financial arrangements

Territorial authorities

Local Recovery Managers are responsible for ensuring that within territorial authorities:

- financial systems are set up and managed, and
- senior management and Council are aware of:
  - the mechanisms and criteria for Government financial support to local authorities, including the local threshold for support
  - the CDEM Group recovery funding arrangements
  - the amount of funding support provided by the CDEM Group, and
  - the specific Council funding mechanisms that may be employed to fund recovery activities.

Civil Defence Emergency Management Groups

CDEM Group Recovery Managers are responsible for providing support and assistance to local Recovery Managers with financial management, and for the coordination of joint claims to Government. CDEM Group Recovery Managers also assess and make recommendations on what recovery costs could be collectively met by the CDEM Group.

Disaster relief funds

Disaster relief funds may be set up at either the local or CDEM Group level, or both. Disaster relief funds may be set up as trusts, with trustees or administrators appointed to make decisions on fund distribution.

During recovery, pre-emergency arrangements should be activated and tailored to suit the event.

The set-up of regional disaster relief funds is the responsibility of Group Recovery Managers, and the set-up of Mayoral Relief Funds is the responsibility of Local Recovery Managers.

Central government may contribute to any disaster relief fund that may be established. Government contributions once made will be disbursed by the administrators. However, the government expects that administrators will

address not only the needs of affected individuals and families but also those of community organisations and marae and their associated facilities and infrastructure. If central government contributes to a fund, regular updates will need to be provided to them on how the fund is being spent.

Administrators are encouraged to coordinate their approach to funding allocation closely with staff from the Ministry of Social Development (MSD) and the Housing Corporation of New Zealand. Te Puni Kōkiri will facilitate and support Māori access to disaster relief funds and will aim to provide administrators with relevant information about the needs of marae affected by an emergency.

Other recovery funds

Other organisations may also set up national relief appeal or financial support. For example, the New Zealand Red Cross may set up arrangements to manage a national relief appeal and financial support services in the form of an independent relief or recovery cash grant process. Similarly funds may be allocated for specific use and should be directed to those best placed to manage the activity. It is important to coordination between different types of recovery funds to maximise impact and reduce duplication.

12.13.2 Government financial support to local authorities

Principles and objectives of Government financial support to local authorities

The government considers that local risks are the responsibility of local authorities. Any government assistance following an emergency is provided on the assumption that local authorities bear the primary responsibility for financial costs within their geographical area.

Government financial support to local authorities for recovery recognises that the government has a role in the recovery process after an emergency that has significant consequences. Any government recovery programme should be designed to restore community capacity for self-help and be consistent with any government policies on mitigation and alleviation measures. Government financial support also recognises that there may be events, or a sequence of events, that mean a local authority will struggle to fund appropriate outcomes for the community.

Government financial support to local authorities comprises essential infrastructure recovery repairs, disaster relief funds, road and bridge repair subsidies (through the New Zealand Transport Agency) and special policy for recovery.

Essential infrastructure recovery repairs

Local authorities should adequately protect themselves through asset and risk management prior to an emergency.

Eligibility criteria for essential infrastructure repairs is outlined in the *Guide to the National CDEM Plan*.

Expenses for infrastructure repairs can be claimed through the expense claim process.

For infrastructure that does not fall under essential infrastructure outlined in the *Guide to the National CDEM Plan*, it is recommended that Recovery

Managers and/or affected local authority Chief Executives contact the responsible agency or organisation to discuss available support.

More information

For more information, refer to Appendix D of the *Logistics in CDEM Director's Guideline for Civil Defence Emergency Management Groups [DGL 17/15]* and the *Government financial support factsheets*, available at www.civildefence.govt.nz.

Ministerial contribution

Ministers may authorise up to $100,000 to be contributed towards a disaster relief fund. Any larger contribution would require approval of Cabinet.

See *Disaster relief funds* in Section 11.13.

Road and bridge repair subsidies

The New Zealand Transport Agency may provide financial support towards the costs of road and bridge repair after a weather event or other natural disaster. Local authorities should work with the New Zealand Transport Agency to determine the level of support available.

Special policy for recovery

Special policy support may be available to local authorities, as stated in the *National CDEM Plan 2015*.

> **164   Special policy for recovery**
>
> Special policy financial support may be available to local authorities in cases where, to decrease the likelihood of the occurrence of a similar emergency, funding in addition to existing resources is required for—
>
> a)   new programmes of work to meet specific needs in an affected region; or
>
> b)   the upgrading of facilities to a level that is higher than existed previously.

If local authorities believe they face circumstances that warrant an exception to the policies already outlined, they may advise the National Emergency Management Agency that such assistance is being sought.

Special policy support is not routinely available and requires Cabinet approval. Application criteria are outlined in section 33.6 of the *Guide to the National CDEM Plan*.

The onus is on the local authority to justify the proposal, including thorough evaluation of options, other funding sources considered and community consultation.

More information

The full principles and objectives and components of central government financial assistance are set out in section 33 of the *Guide to the National CDEM Plan 2015*, and the claims process for Government support for local authorities is in Appendix D of the *Logistics in CDEM: Director's Guideline for Civil Defence Emergency Management Groups [DGL 17/15]*. Both resources are available at www.civildefence.govt.nz.

12.13.3 Government financial assistance

Overview

Financial assistance for individuals and insurance are often the two most pressing issues for communities during recovery.

Financial assistance is a Welfare responsibility that involves providing information about, and access to, the range of financial assistance available to people affected by an emergency.

Agency responsible and support agencies

The Ministry of Social Development coordinates the provision of information about, and access to, the range of financial assistance available to people affected by an emergency at the National and CDEM Group level. Support agencies include the Accident Compensation Corporation (ACC); the Earthquake Commission (EQC); Inland Revenue; the Insurance Council of New Zealand; the Ministry of Business, Innovation and Employment; the Ministry for Primary Industries; New Zealand Red Cross; the Salvation Army; community-based organisations and networks; and local authorities.

Accessing Government financial assistance

Recovery Managers are responsible for ensuring that the range of support available is identified and managed by working with recovery environment sector groups during recovery. During response, financial assistance is managed via the Welfare function and it is recommended that similar processes are used in recovery, although Recovery Managers need to discuss and agree this with the social recovery environment sector group and Local and/or Group Welfare Managers.

More information

A full explanation of the financial assistance roles and responsibilities of agencies and financial assistance available is set out in Section 13 of the *Welfare Services in an Emergency Director's Guideline [DGL 11/15]*, which is available at www.civildefence.govt.nz.

Section 13 Winding down recovery arrangements

This section outlines how recovery arrangements are wound down once recovery activities no longer require arrangements to oversee and support activity. Deciding when to move on from recovery arrangements to business-as-usual has implications. It provides questions that should be considered when deciding to wind down recovery arrangements, the purpose and components of an Exit Strategy and guidance on how to capture, share and learn from recovery lessons.

The end of recovery

Defining the end of recovery is difficult, as it will differ for each community depending on the conditions prior to the emergency and the consequences they are dealing with. It may also take many years or decades to meet recovery objectives.

There will be a point before the community has recovered, where recovery management arrangements established following the emergency can be wound down, long-term recovery activities can return to CDEM Group and local authority business-as-usual functions, and recovery activities can gradually merge and evolve into community development activities (as shown in _Figure 1_).

Winding down recovery management arrangements can be considered when recovery activities no longer require special arrangements to oversee and support social, built, natural and economic recovery activity.

Considerations

Winding down recovery management arrangements needs to be carefully considered, planned, staged and well-managed to minimise any negative consequences from the withdrawal of support arrangements and services.

The following questions should be considered when deciding to move to business-as-usual functions:

- what level of reliance does the community have on services and support provided during recovery management, e.g. additional medical services?

- have recovery services filled a pre-emergency gap in the community?

- what does the monitoring and evaluation of recovery say?

- what recovery activities and projects are ready to move to business-as-usual? Different recovery activities and projects will be ready to move to business-as-usual at different times.

- are all agencies, organisations and groups ready to move to business-as-usual functions? Or is there a need to have a staged wind-down of arrangements? How will winding down recovery arrangements impact on local organisations and other agencies working in recovery?

- how will the transition from recovery management arrangements to business-as-usual be communicated to the community and stakeholders?

Using the Recovery Outcomes Framework

The Recovery Outcomes Framework developed earlier during recovery management (refer to *Section 12.7*) should also be used to help identify the appropriate time to wind down arrangements. Questions to ask include:

- have outcomes been achieved?

- if not, are indicators showing the community is moving in the right direction to achieve the outcome? Do formal recovery arrangements need to remain in place to ensure the outcome is achieved or will the outcome be achieved if these arrangements are wound down?

- is the community moving in the right direction to achieve outcomes because of recovery arrangements?

- are indicators showing the community is not moving in a positive direction (objectives are unlikely to be met) and will winding down arrangements will slow progress further?

- will business-as-usual arrangements and the community itself be able to maintain progress? Is there buy-in from business-as-usual arrangements?

13.1 Exit Strategy

An Exit Strategy:

- achieves the formal withdrawal of the recovery arrangement, and

- incorporates long-term recovery activity into CDEM Group, local authority and other agency, organisation and group business-as-usual functions.

An Exit Strategy must be developed (clause158 *National CDEM Plan 2015).* Effective monitoring and reporting throughout the recovery process will indicate when it is time to finalise recovery management.

Components of an Exit Strategy

As an Exit Strategy plans the withdrawal of arrangements, careful consideration must be given to the services and support the community still need and how these will be provided. For example, the community may have received community development support through a dedicated role in a Recovery office. This support may still be needed for some time but it could be provided by the business-as-usual community development team within the local authority.

An Exit Strategy must include:

- a description of assistance required in the long term

- a transition plan to business-as-usual so as to manage long-term recovery

- how planning and reporting will continue in the long term

- how public information and communications will be managed

- opportunities for communities to discuss unresolved issues and to continue to participate in their recovery

- changes to organisational arrangements, including the need for recovery environment sector groups, and

- a plan for how debriefing and reviewing will occur.

Exit Strategy timing

It is crucial to begin developing an Exit Strategy when developing a Recovery Plan, Recovery Action Plans (see *Section 11.2* and *12.5*), and a monitoring and evaluation framework (see *Section 12.7*). This is so recovery objectives and activities can be developed with the winding down of recovery activities in mind and so that the conditions that will allow recovery management arrangements to be wound down are identified. It also enables early expectation management, which links to psychosocial wellbeing of affected communities and supports and encourages community empowerment and self-determination. Effectively monitoring and evaluating recovery will help determine the appropriate time to return long-term activities to business-as-usual functions.

The Exit Strategy, developed early in the recovery, may need to be built on as recovery management activities evolve and as monitoring and evaluation show the appropriate time for winding down formal arrangements is nearing.

More information

An Exit Strategy template is available in the Recovery Toolkit at www.civildefence.govt.nz/recovery-toolkit.

13.2 Learning from emergencies

Post-emergency learning is an essential element of successful recovery management. Post-emergency activities include undertaking organisational debriefs, preparing reports, reviewing plans and arrangements, and documenting and implementing lessons.

While capturing lessons following recovery is important, it is equally important to ensure that lessons learned are shared and acted upon.

Recovery Managers are responsible for ensuring that debriefing and review processes are undertaken following recovery management.

Debriefing and review

Debriefing and reviewing recovery is recommended as it provides an opportunity for people involved in recovery to communicate their experiences so lessons can be identified. This allows arrangements to then be modified to reflect lessons identified and improves the ability to recover from future emergencies (Refer to *Figure 6*). It also contributes to developing a culture of reflection and learning for recovery in New Zealand.

In addition to 'hot' debriefs and ongoing review during recovery management, Recovery Managers can advocate for formal debriefing and review, although formal reviews are normally at the discretion of the local authority Chief Executive and/or the CDEM Group (depending on the scale).

In general, debriefing and reviewing recovery occurs after winding down recovery management arrangements.

More information

More information about organisational debrief and review is available in the *Organisational Debriefing Information for the CDEM Sector [IS6/06]* at www.civildefence.govt.nz.

Review mechanisms

There are many ways of reviewing different components of recovery. Local authorities and CDEM Groups should have reviewing processes in place before an emergency.

Examples of questions that could be asked during a review include the following:[132]

- how was the activity, support, function or recovery delivered?

- what difference did the recovery activity, support, function make to the community?

  - were the desired changes observed and, if so, by how much? How much of these changes was due to the recovery activity, support or function as opposed to other factors?

  - did it achieve its objectives?

  - how did any changes vary across different individuals, stakeholders or sections of the community, and how did they compare with what was anticipated?

  - did any outcomes occur that were not originally intended, and, if so, what and how significant were they?

- did the benefits justify the costs?

Sharing lessons learnt

There are a range of examples of reviews that have been completed following recent recoveries. The aim of these reviews has been to identify lessons learnt, document these and share them with others. They collectively add to the learning culture of recovery in New Zealand and provide a valuable resource for others working in recovery.

It is recommended that lessons are shared local, regionally and nationally so agencies, organisations, groups and communities can learn from others experiences.

Examples include the following documents.

Whakatāne District Recovery Debrief – April 2017 – ex-cyclones Debbie and Cook available at https://www.whakatane.govt.nz/recovery-debrief%2Btoolbox.

November 2016 Earthquake and Tsunami Recovery story is available at www.civildefence.govt.nz.

Social Recovery 101: A Guide for Local Social Recovery: Waimakariri District Council's social recovery framework and lessons learnt from the

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[132] Modified from HM Treasury. 2011. *The Magenta Book: Guidance for Evaluation.*

Greater Christchurch Earthquakes is available at
https://www.waimakariri.govt.nz .

Shared insights from the Canterbury earthquakes available on the EQ
Recovery Learning website http://www.eqrecoverylearning.org/.

Re-assessment of hazardscape and opportunities for risk reduction

A key component of reviewing recovery is to consider how the emergency
and consequences have changed the hazardscape and understanding of the
risks in a community (refer to recovery activity definition in the *CDEM Act
2002*.

Once the hazardscape has been re-assessed, local authorities need to
consider if additional or different risk management measures need to be
implemented given the changed hazardscape and what is now known about
the actual consequences.

Real world example

For example, the November 2016 earthquake and tsunami created new
landslide, rock-fall and landslide dams hazards near Kaikōura. To reduce
risk for the community, risk reduction measures implemented included
geotechnical solutions such as rock-fall nets, bunds and walls, and policy
measures to restrict access or development of 'at-risk' sites.

Appendix A Referenced Resources

This appendix provides the online location of documents and resources referred to in this document for easy reference. They are listed in alphabetical order by the document name.

A   *A Monitoring and Evaluation Framework for Disaster Recovery Programs*

Aryrous, G. & Rahman, S.

https://knowledge.aidr.org.au/media/5967/a-monitoring-and-evaluation-framework-for-disaster-recovery-programs-v2.pdf

Australian Disaster Resilience Community Recovery Handbook

Australian Institute for Disaster Resilience

https://knowledge.aidr.org.au/media/5634/community-recovery-handbook.pdf

B   *Benefits of a strategic approach to recovery: CERA's lessons on the journey from emergency to regeneration*

Canterbury Earthquake Recovery Authority

https://www.eqrecoverylearning.org/assets/downloads/res0028-benefits-of-a-strategic-approach-to-recovery1.pdf

Best Practice Guidelines Engaging with Culturally and Linguistically Diverse (CALD) Communities in Times of Disaster

Christchurch City Council

https://ccc.govt.nz/assets/Documents/Services/Civil-Defence/BestPracticeGuidelinesofDiverseCommunitiesDisasterMarch2012.pdf.

Beyond Bushfires: Community Resilience and Recovery Final Report 2010-2016.

Gibbs L, Bryant R, Harms L, Forbes D, Block K, Gallagher HC, Ireton G, Richardson J, Pattison P, MacDougall C, Lusher D, Baker E, Kellett C, Pirrone A, Molyneaux R, Kosta L, Brady K, Lok M, Van Kessell G, Waters E.

https://mspgh.unimelb.edu.au/__data/assets/pdf_file/0008/3043187/Beyond-Bushfires-Final-Report-2016.pdf

Building Act 2004

http://www.legislation.govt.nz/   search: building

Building Regulations 1992, Schedule 1 The building code

http://www.legislation.govt.nz/regulation/public/1992/0150/latest/DLM162576.html#DLM162576

C   *CDEM Competency Framework Role Map: Recovery Manager*

http://www.civildefence.govt.nz/assets/Uploads/publications/CDEM-rolemap-recovery-manager.pdf

Central government support in recoveries

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/recovery/Central-Government-support-in-recoveries-Jul19.docx

Christchurch Earthquake Recovery Learning and Legacy (CERLL) programme

https://www.eqrecoverylearning.org/

Civil Defence Emergency Management Act 2002

http://www.legislation.govt.nz/   search: emergency management

Community Engagement in the CDEM context Best Practice Guide [BPG 4/10]

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/bpg-04-10-community-engagement.pdf

Contributing More – Improving the Role of Business in Recovery

Resilient New Zealand

https://resilientnewzealand.co.nz/wp-content/uploads/2015/12/contributing-more-improving-the-role-of-business-in-recovery.pdf

Coordinated Incident Management System (CIMS), 3rd edition.

Officials' Committee for Domestic and External Security Coordination

https://www.civildefence.govt.nz/resources/coordinated-incident-management-system-cims-third-edition

E   *Emergency Management (Information about health consequences from emergencies)*

Ministry of Health

https://www.health.govt.nz/our-work/emergency-management

F   *Factsheet: Local Transition Periods*

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/Local-Transition-Periods/Factsheet-local-transition-periods.pdf

Forms for giving, extending or terminating a local transition period

https://www.civildefence.govt.nz/assets/Uploads/publications/Local-Transition-Periods/Notice-of-transition-form-templates-updated-2017.docx

Framework for Psychosocial Support in Emergencies 2016

Ministry of Health

https://www.health.govt.nz/system/files/documents/publications/framework-psychosocial-support-emergencies-dec16-v2.pdf

G   *GAR Distilled. 2019 Global Assessment Report on Disaster Risk Reduction*

United Nations Office for Disaster Risk Reduction

https://gar.unisdr.org/sites/default/files/gar19distilled.pdf

H   *He Waka Ora*

https://hewakaora.nz/

How councils should make decisions

Department of Internal Affairs

http://www.localcouncils.govt.nz/lgip.nsf/wpg_url/About-Local-Government-Local-Government-In-New-Zealand-How-councils-should-make-decisions

I   *IAP2's Public Participation Spectrum*

International Association for Public Participation

https://www2.fgcu.edu/Provost/files/IAP_Public_Participation_Spectrum.pdf

Including culturally and linguistically diverse (CALD) communities [IS 12/13]

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/is-12-13-including-cald-communities.pdf

Introduction to Recovery course on takatū

https://takatu.civildefence.govt.nz/

L *Leading in Disaster Recovery: A companion through the chaos*

New Zealand Red Cross

https://www.preparecenter.org/sites/default/files/leading_in_disaster_recovery_a_companion_through_the_chaos.pdf

Learning from Regional Recovery Events: A Practical Guide for Territorial Authorities and Local Recovery Managers

Morris, B

https://www.civildefence.govt.nz/assets/Uploads/CDEM-Resilience-Fund/Learning-from-regional-recovery-events.pdf

Lifeline Utilities and Civil Defence Emergency Management Groups Director's Guideline [DGL 16/14]

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/dgl-16-14-Lifeline-Utilities-and-CDEM-Groups.pdf

Local Government Act 2002

http://www.legislation.govt.nz/   search: local government

Logistics in CDEM Director's Guideline [DGL17/15]

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/logistics-dgl/DGL-17-15-Logistics.pdf

M *Monitoring social recovery*

Canterbury Earthquake Recovery Authority

https://www.eqrecoverylearning.org/assets/downloads/res114-monitoring-social-recovery.pdf

N National Civil Defence Emergency Management Plan Order 2015

http://www.legislation.govt.nz/   search terms: emergency management

National Disaster Recovery Framework, Second edition

Federal Emergency Management Agency

https://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National_Disaster_Recovery_Framework2nd.pdf

National Disaster Recovery Monitoring and Evaluation Database

Australian Institute for Disaster Resilience

https://knowledge.aidr.org.au/me-recovery-outcomes-search/

National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/National-Disaster-Resilience-Strategy/National-Disaster-Resilience-Strategy-10-April-2019.pdf

November 2016 Earthquake and Tsunami Recovery story
https://www.civildefence.govt.nz/resources/november-2016-earthquake-recovery/

O *Organisational Debriefing Information for the CDEM Sector [IS6/06]*

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/is-06-05-organisational-debriefing.pdf

P *Policing Act 2008*

http://www.legislation.govt.nz/ search terms: police

Post-emergency resources

Ministry of Business, Innovation & Employment

https://www.building.govt.nz/managing-buildings/post-emergency-building-assessment/post-emergency-resources/

Privacy Act 1993

http://www.legislation.govt.nz/ search terms: privacy

Public Information Management Director's Guideline [DGL 14/13]

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/dgl-14-13-public-information-management-V2.pdf

Q *Quick Guide: Giving notice of a transition period*

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/Local-Transition-Periods/Quick-Guide-to-giving-notice-of-local-transition-period.pdf

R *Report of the Open-Ended Intergovernmental Experts Working Group on Indicators and Terminology Relating to Disaster Risk Reduction*

United Nations General Assembly

http://www.preventionweb.net/files/50683_oiewgreportenglish.pdf

The Canterbury rebuild five years on from the Christchurch earthquake

Reserve Bank of New Zealand

https://www.rbnz.govt.nz/-/media/ReserveBank/Files/Publications/Bulletins/2016/2016feb79-3.pdf

Resource Management Act 1991

http://www.legislation.govt.nz/ search terms: resource management

Response and Recovery Leadership Capability Development Programme
https://dpmc.govt.nz/our-programmes/national-security-and-intelligence/national-security-workforce/response

Roles, responsibilities, and funding of public entities after the Canterbury earthquakes

Office of the Auditor-General

https://www.oag.govt.nz/2012/canterbury/docs/canterbury.pdf

S *Social Recovery 101: A Guide for Local Social Recovery: Waimakariri District Council's social recovery framework and lessons learnt from the Greater Christchurch Earthquakes*

Waimakariri District Council

https://www.waimakariri.govt.nz/__data/assets/pdf_file/0028/56881/Recovery-101_130918.pdf

Strategic Planning for Recovery Director's Guideline [20/17]

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Uploads/publications/Strategic-Planning-for-Recovery/Strategic-Planning-for-Recovery-DGL-20-17.pdf

Appendix A Referenced Resources

T *Ten steps to a results-based monitoring and evaluation system*

Kusek, J.Z. and Rist, R.C.

https://openknowledge.worldbank.org/bitstream/handle/10986/14926/296720PAPER0100 steps.pdf?sequence=1

The Guide to the National Civil Defence Emergency Management Plan 2015

Department of the Prime Minister and Cabinet

https://www.civildefence.govt.nz/assets/guide-to-the-national-cdem-plan/Guide-to-the-National-CDEM-Plan-2015.pdf

The National Emergency Management Agency Recovery Toolkit

www.civildefence.govt.nz/recovery-toolkit

The Sendai Framework for Disaster Risk Reduction 2015-2030

United Nations Office for Disaster Risk Reduction

http://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf

The Treasury Approach to the Living Standards Framework

New Zealand Treasury

https://treasury.govt.nz/sites/default/files/2018-02/tp-approach-to-lsf.pdf

U *Understanding Social Recovery*

Canterbury Earthquake Recovery Authority

http://www.eqrecoverylearning.org/assets/downloads/res101-understanding-social-recovery.pdf

Urban disaster recovery: a measurement framework and its application to the 1995 Kobe earthquake

Chang, S.

https://onlinelibrary.wiley.com/doi/abs/10.1111/j.1467-7717.2009.01130.x

W *Welfare Services in an Emergency Director's Guideline [DGL 11/15]*

National Emergency Management Agency

https://www.civildefence.govt.nz/assets/Welfare-Services-in-an-Emergency/Welfare-Services-in-an-Emergency-Directors-Guideline.pdf

Whakatāne District Recovery Debrief April 2017 – ex cyclones Debbie and Cook

Whakatāne District Council

https://www.whakatane.govt.nz/sites/www.whakatane.govt.nz/files/documents/residents/recovery/Whakatane%20District%20Recovery%20Debrief%20April%202017%20-%20Part%20A%20and%20Part%20B.pdf

What is Good Governance?

United Nations Economic and Social Commission for Asia and the Pacific

https://www.unescap.org/sites/default/files/good-governance.pdf