Recovery Preparedness and Management

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

Part C

Resilient New Zealand
Aotearoa Manahau

New Zealand Government

Recovery Preparedness and Management PART C
Director's Guideline for Civil Defence Emergency Management Groups [DGL 24/20]

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Authority
This guideline has been issued by the Director Civil Defence & Emergency Management pursuant to s9(3) of the Civil Defence Emergency Management (CDEM) Act 2002. It provides assistance to CDEM Groups in preparing for and managing recovery.

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Introduction

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.

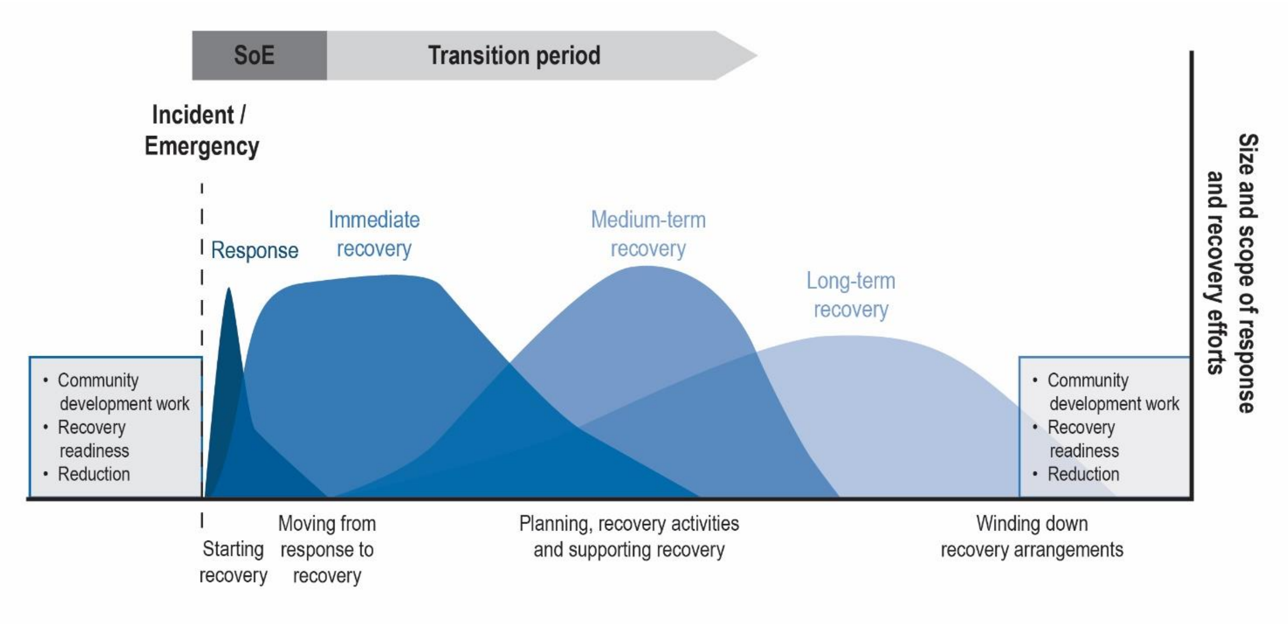

Figure 8: Four stages of recovery management

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[1]:

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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[1] 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*[2].

Factors that influence recovery leadership

The following factors illustrate the complexity, scale and long-term nature of recovery leadership: [3]

- **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.

[2] NZ Red Cross. *Leading in Disaster Recovery: A companion through the chaos*, 4.
[3] 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 preparecenter.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[4], 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 in Part A 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

[4] 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[5]

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[6].

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

[5] 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.
[6] *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[7]:

- 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[8], 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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[7] *Guide to the National CDEM Plan 2015* s32(4)

[8] 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[9]. 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.

[9] 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[10].

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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[10] Ministry of Civil Defence and Emergency Management. 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[11]
- 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*[12] 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.

[11] 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.
[12] Due for published 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[13].

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 in Part A 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?

[13] 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 in Part B). 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 in Part B) 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 an 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[14]
- 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?

[14] 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.](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[15]. 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[16]. 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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[15] 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.

[16] 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 in Part A and *Section 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.[17]

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

[17] 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[18], 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[19].

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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[18] 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

[19] 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[20]
- 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.

[20] 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[21].

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

[21] 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[22].

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[23].

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.

[22] Canterbury Earthquake Recovery Authority. 2016. *Monitoring social recovery*, 5.
[23] Chang, S. (2010). Urban disaster recovery: a measurement framework and its application to the 1995 Kobe earthquake. *Disasters, 34*(2), 303-327.

Real world example

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.

Elements to report on

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"*[24].

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 in Part B) 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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[24] 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[25]:

- 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.

[25] *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 in Part B). 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[26]:

- 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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[26] Ministry of Civil Defence & Emergency Management. 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[27]. 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

[27] 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[28]. 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[29].

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 in Part A, 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

[28] Adapted from Australian Institute for Disaster Resilience. 2018. *Australian Disaster Resilience Community Recovery Handbook*.
[29] International Association for Public Participation. 2014. *IAP2's Public Participation Spectrum*.

sharing information, but also leveraging information networks and systems to 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)[30] 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

[30] IAP2's Public Participation Spectrum is used to describe how different types of engagement have a greater or lesser impact on the community.

a centre for community recovery. Refer to *Section 12.11.2* for more information

- **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 in Part B). 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[31]. 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:

[31] 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 Chief Executives' Forum for the November 2016 earthquake and tsunami, which included Te Rūnanga o Ngāi Tahu and chief executives from affected councils
- 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?
- 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[32]:

- 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

[32] Based on *Case for Navigators* (Whakatāne District Recovery Project, 2017).

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 where to seek assistance throughout the recovery process, and to facilitate community involvement in recovery. The Communication/PIM function[33]:

- 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[34]:

- 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

[33] Ministry of Civil Defence & Emergency Management. 2019. *Coordinated Incident Management System (CIMS)* 3rd ed.
[34] Adapted from *Public Information Management Director's Guideline for Civil Defence Emergency Management Groups [DGL14/13].*

- 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 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[35]:

- 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.

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[35] Adapted from Morris, B. 2015, *Learning from Regional Recovery Events: A Practical Guide for Territorial Authorities and Local Recovery Managers*, 5.

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
- 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*.

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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).

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 12.6*) should also be used to help identify the appropriate time to wind down arrangements. Questions to ask include the following:

- have outcomes been achieved?
- if not, are indicators showing the community is moving in the right direction to achieving 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 that 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 and local authority business-as-usual functions.

An Exit Strategy must be developed (clause 158 *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 task 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 a monitoring and evaluation framework (see *Section 12.6*). 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. 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:[36]

- 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.

[36] Modified from HM Treasury. 2011. *The Magenta Book: Guidance for Evaluation.*

Social Recovery 101: A Guide for Local Social Recovery: *Waimakariri District Council's social recovery framework and lessons learnt from the 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.

Building Act 2004

http://www.legislation.govt.nz/ search: building

C *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

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

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

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

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

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/

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

Resource Management Act 1991

http://www.legislation.govt.nz/ search terms: resource management

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

T *Ten steps to a results-based monitoring and evaluation system*

Kusek, J.Z. and Rist, R.C.

https://openknowledge.worldbank.org/bitstream/handle/10986/14926/296720PAPER0100steps.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

U *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