WAIKATO CDEM GROUP

GROUP RECOVERY PLAN 2013

GROUP RECOVERY PLAN

2013

Version: 1

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CONTENTS

PRELIMINARY

Abbreviations used in this document

The following abbreviations are used in this document:

- 4Rs — Reduction, readiness, response and recovery
- CDEM — Civil Defence and Emergency Management
- CEG — Coordinating Executive Group
- GEMO — Group Emergency Management Office
- GRM — Group Recovery Manager
- GRO — Group Recovery Office
- JC — Joint Committee
- LA — Local authority (regional, district and city councils)
- LRM — Local Recovery Manager
- LUC — Lifeline Utilities Coordinator
- MCDEM — The Ministry of Civil Defence and Emergency Management
- REMA — Regional Emergency Management Advisor
- TA — Territorial authority (district and city councils)
- WCG — Welfare **Coordination** ~~ng~~ Group
- WLUG — Waikato Lifeline Utilities Group

Acknowledgements

This plan has been developed by the Waikato CDEM Group Emergency Management Office (GEMO) and the Waikato CDEM Group Recovery Manager (Brendan Morris), with support and input from a number of community and sector partners. The GEMO and Group Recovery Manager would like to acknowledge the support and input from the following organisations and agencies:

- The Waikato CDEM group (the consortia of local authorities, emergency services, lifeline utilities, welfare organisations, Government departments and non-government organisations with a role in CDEM in the region).
- The Waikato CDEM Group CEG Recovery Sub-group.
- The Waikato Welfare **Coordination** ~~ng~~ Group (formally the Welfare Advisory Group).
- The Waikato Lifeline Utilities Group (formally the Waikato Engineering Lifelines Group).
- The Group and Local Controllers of the Waikato CDEM Group.
- The Local Recovery Managers of the Waikato CDEM Group.
- Rural Support Trust (Waikato/Hauraki/Coromandel)
- Federated Farmers (Waikato).
- Fonterra.
- Waikato Chamber of Commerce.
- Ministry for Primary Industries.
- The Ministry of Civil Defence and Emergency Management.
- New Zealand Transport Agency.

1 INTRODUCTION

1.1 Background

Recovery can be defined as:

"the coordinated efforts and processes to effect the immediate, medium and long-term holistic regeneration of a community following a disaster".[1]

Communities that can quickly restore the everyday functions of life, such as returning to homes and re-opening businesses, will recover from emergencies more quickly. The aim of recovery is to increase the speed at which communities can resume normal activities. Recovery often lasts many times longer than response, involves a far greater level of planning and management and is a very complex process.

Recovery is a developmental, and a remedial process encompassing the following activities:

- Minimising the escalation of the consequences of the disaster;
- Rehabilitating the social, emotional, economic and physical wellbeing of individuals and communities;
- Taking opportunities to adapt to meet the social, economic, rural, natural and built environments future needs; and
- Reducing future exposure to hazards and their associated risks.[2]

Recovery is a part of the "4R's" of emergency management, and relates to the other "3R's" as illustrated in Figure 1 below[3].

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[1] MCDEM, Focus on Recovery, February 2005.
[2] Focus on Recovery, 2005.
[3] Ministry of CDEM, 2006.

Figure 1: Recovery as part of the 4 Rs of emergency management
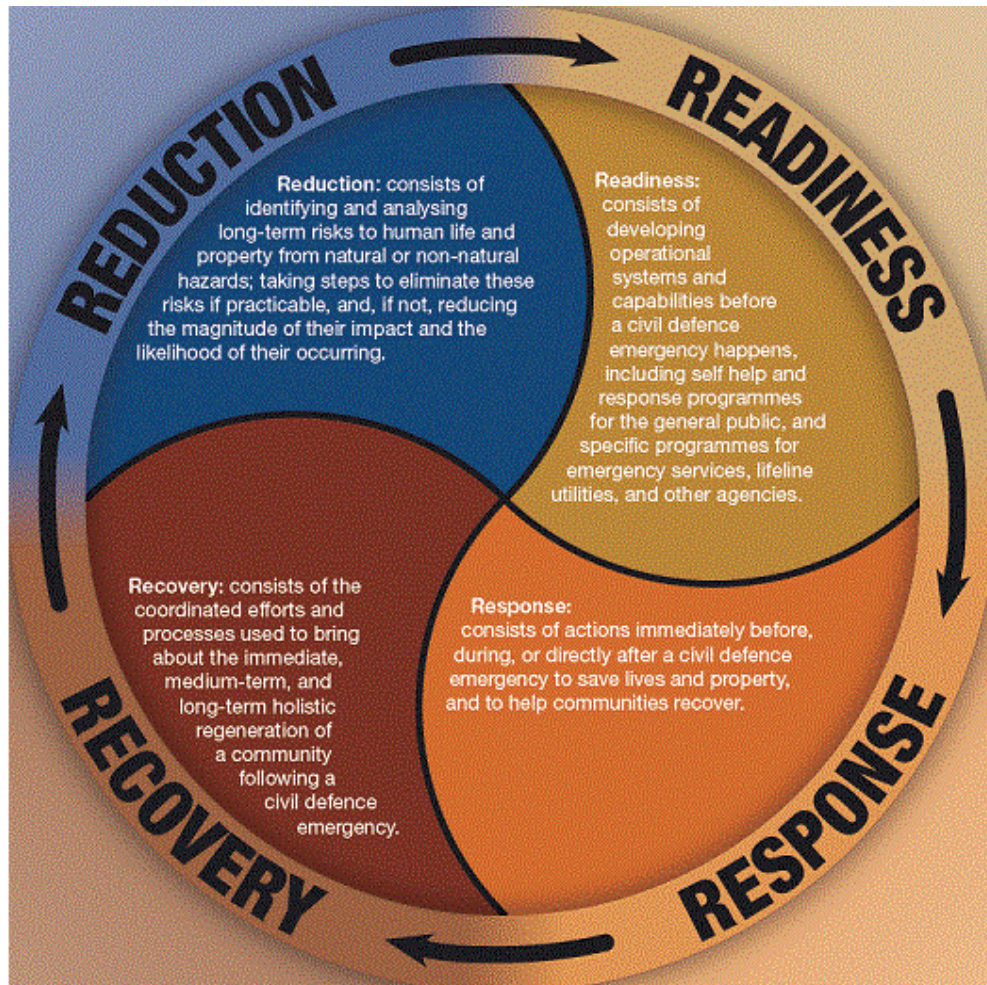
1.2   Purpose

The purpose of this plan is to help communities to recover from emergency events by confirming recovery arrangements within the Waikato CDEM Group. The Waikato CDEM group area is shown by the area shaded yellow in Figure 2 below.

Figure 2: Waikato CDEM Group jurisdiction (area shaded in yellow)

1.3   Scope

The following points are within the scope of this plan, and help to achieve the purpose of the plan above. This plan:

- Outlines the importance of recovery, and how recovery relates to achieving the purpose of national and CDEM Group goals;
- Confirms arrangements for recovery, including the framework and principles;
- Confirms all actions required during readiness, response, recovery activation and transition from recovery, along with the structures and processes used by the CDEM Group to facilitate recovery;
- Defines the roles and responsibilities of agencies involved in recovery and to plan to best support agencies to support recovery;

- Confirms the framework for and provides guidance for TAs and agencies to draft their own plans and arrangements; and
- Sets expectations of key stakeholders.

Also within the scope of this plan is reference to plans and processes of TAs and key stakeholders that have a direct relevance to recovery, and reference to liaison arrangements in place between the Waikato CDEM Group and neighbouring CDEM Groups.

The arrangements of individual agencies, including but not limited to TAs, central Government, welfare, lifeline utilities and emergency services are outside the scope of this plan.

1.4 Plan structure

The flowchart in Figure 3 shows the structure of this plan.

Figure 3: Structure of the Waikato CDEM Group Recovery Plan

Each section contains information on the actions required, expectations and arrangements and links to other plans and/or support material as required.

1.5 Plan development

This plan was developed by the Waikato CDEM Group Emergency Management Office and the Group Recovery Manager (Brendan Morris).

The plan incorporates key directions from the Ministry of CDEM Directors Guidelines on Recovery, and takes account of the following:

- Findings from the Waikato CDEM recovery visit to Canterbury, to assess recovery management, and lessons learned from recovery within the Canterbury region;
- Waikato CDEM Group Capability Assessment Report findings;
- Material presented at the first MCDEM recovery manager workshop subsequent to the Canterbury earthquakes, in May 2012;
- Priorities of the Group Recovery Manager in addressing current gaps with recovery management in the Group; and
- Other CDEM Group recovery plans.

A draft plan was developed by the Group Recovery Manager on behalf of the GEMO during 2012, with oversight from the Recovery Sub-group of the CDEM Group Coordinating Executive Group (CEG). Sector-specific draft content was released for consultation with stakeholders during early 2013, and discussed in detail with stakeholders via a series of

workshops. Key stakeholder groups included organisations from the five sector groups, Local Recovery Managers, lifeline utilities and core CDEM Group stakeholders.[4]

The draft plan was updated based on feedback from stakeholders, and the final draft plan sent to stakeholders for consultation in July 2013. The plan was approved by the Joint Committee in September 2013.

1.6 National context

1.6.1 CDEM Act 2002

Under section 17(1)(e) of the CDEM Act 2002, the functions of a Civil Defence Emergency Management Group, and of each member are to "*carry out recovery activities*".

"Recovery activities" are defined in section 4 of the CDEM Act as follows:

"*Recovery activities means activities carried out under this Act or any civil defence emergency management plan after an emergency occurs, including, without limitation:*

- *The assessment of the needs of a community affected by the emergency*
- *The co-ordination of resources made available to the community*
- *Actions relating to community rehabilitation and restoration*
- *New measures to reduce hazards and risks.*"

1.6.2 National CDEM Strategy

Recovery activities contribute to the Crown's vision for Civil Defence and Emergency Management (CDEM) under the National CDEM Strategy (2007):

"*Resilient New Zealand – communities understanding and managing their hazards.*"

Goal 4 of the National CDEM Strategy has two objectives for recovery:

1. *Objective 4A: Implement effective recovery planning and activities in communities and across the social, economic, natural and built environments*
2. *Objective 4B: Enhancing the ability of agencies to manage the recovery process.*

1.6.3 Guide to the National CDEM Plan

Section 25 of the Guide to the National CDEM Plan ("the Guide") outlines the Government approach to recovery management, and provides recovery guidance for CDEM Groups. This plan is consistent with the direction and requirements of the Guide.

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[4] Core CDEM staff includes CEG, Recovery Sub-group, EOA/TA CDEM Managers, REMA/MCDEM, GEMO staff and Group Public Information Manager.

1.7 Recovery principles and objective[5]

1.7.1 Recovery principles

The Waikato CDEM Group Recovery principles, as stated by the 2011-15 CDEM Group Plan are:

- *"Group recovery capability and capacity is founded at the local territorial authority level, and will build upon local recovery capability and capacity.*
- *Taking an inclusive approach to community participation, recognising the roles of individuals and communities and recognising the diversity of communities and the importance of taking local knowledge into account.*
- *Begin the recovery process at the beginning of the response phase, take immediate actions to ensure the safety of individuals and communities, and integrate recovery with response wherever possible.*
- *Make recovery management a part of the everyday work of the group, and integrate the work with existing organisational systems wherever possible.*
- *Ensure that recovery management is comprehensive by linking recovery activities to the other 'Rs' activities."*

These principles reinforce the importance of leadership by territorial authorities, development of community/stakeholder relationships, on-going pre-event work programmes and planning and immediate set-up of recovery management following an event.

1.7.2 Recovery objective

These principles also help achieve the recovery-related goal of the Waikato CDEM Group:

"...to provide effective and efficient response and recovery capability."

The objective of this plan is to help achieve the Waikato CDEM Group objective for recovery:

"To implement effective recovery planning and management arrangements which meet the immediate needs of communities, and provide for the long-term regeneration of communities."

1.8 Relationship to other plans/documents

The relationship of this plan to other plans is outlined within Figure 4. The primary legislative drivers for this plan are the CDEM Act, the National CDEM Strategy, National CDEM Plan and Guide and Waikato CDEM Group Plan.

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[5] Taken from the Waikato CDEM Group Plan 2011-2015

This plan is incorporated by reference into the Waikato CDEM Group Plan, per section 51 of the CDEM Act 2002.

This plan informs and directs the structure and content of local recovery plans, which are the primary means of delivering recovery within the Waikato CDEM Group. Both the group and local recovery plans have linkages with the operational arrangements of TAs and key stakeholders.

Figure 4: Relationship of this plan to other plans/documents
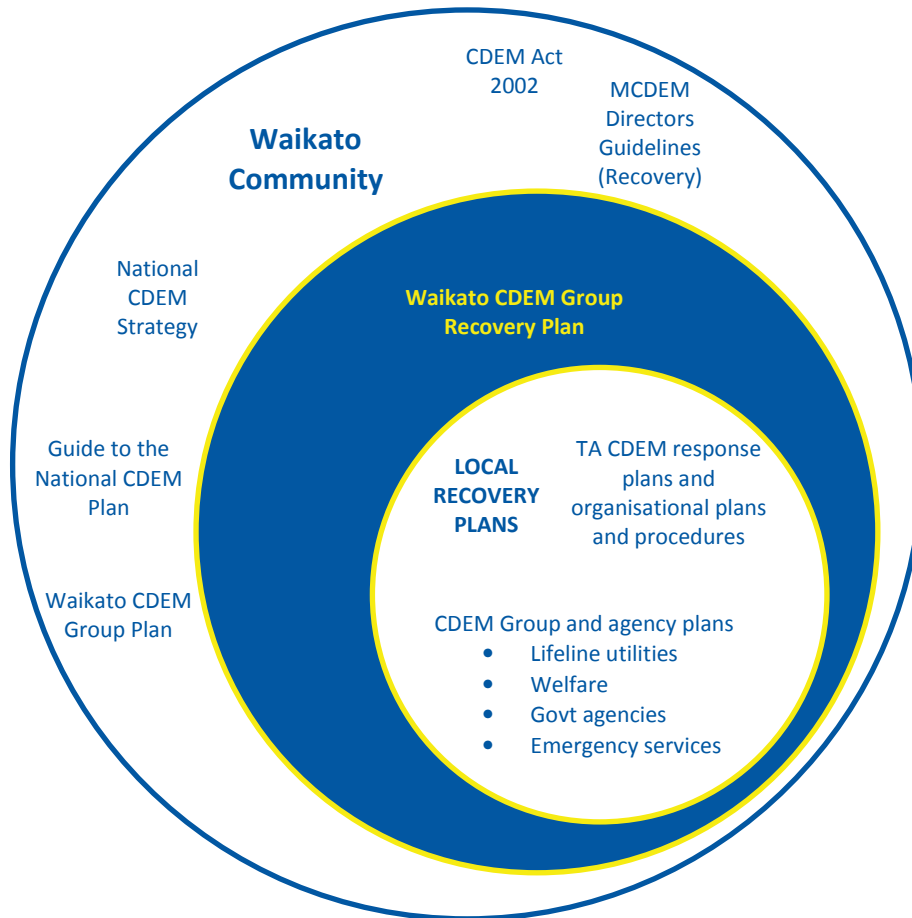
1.9   Recovery structure

1.9.1   National structure

Figure 5 shows the basic group recovery structure as outlined within the Waikato CDEM Group Plan.[6] Recovery occurs at three levels – local, group and national. Recovery managers and task groups are mirrored at all three levels to co-ordinate recovery activities.

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[6] Note that the "Recovery Action Group" is now referred to as the "Recovery Management Team".

Figure 5: National recovery structure[7]
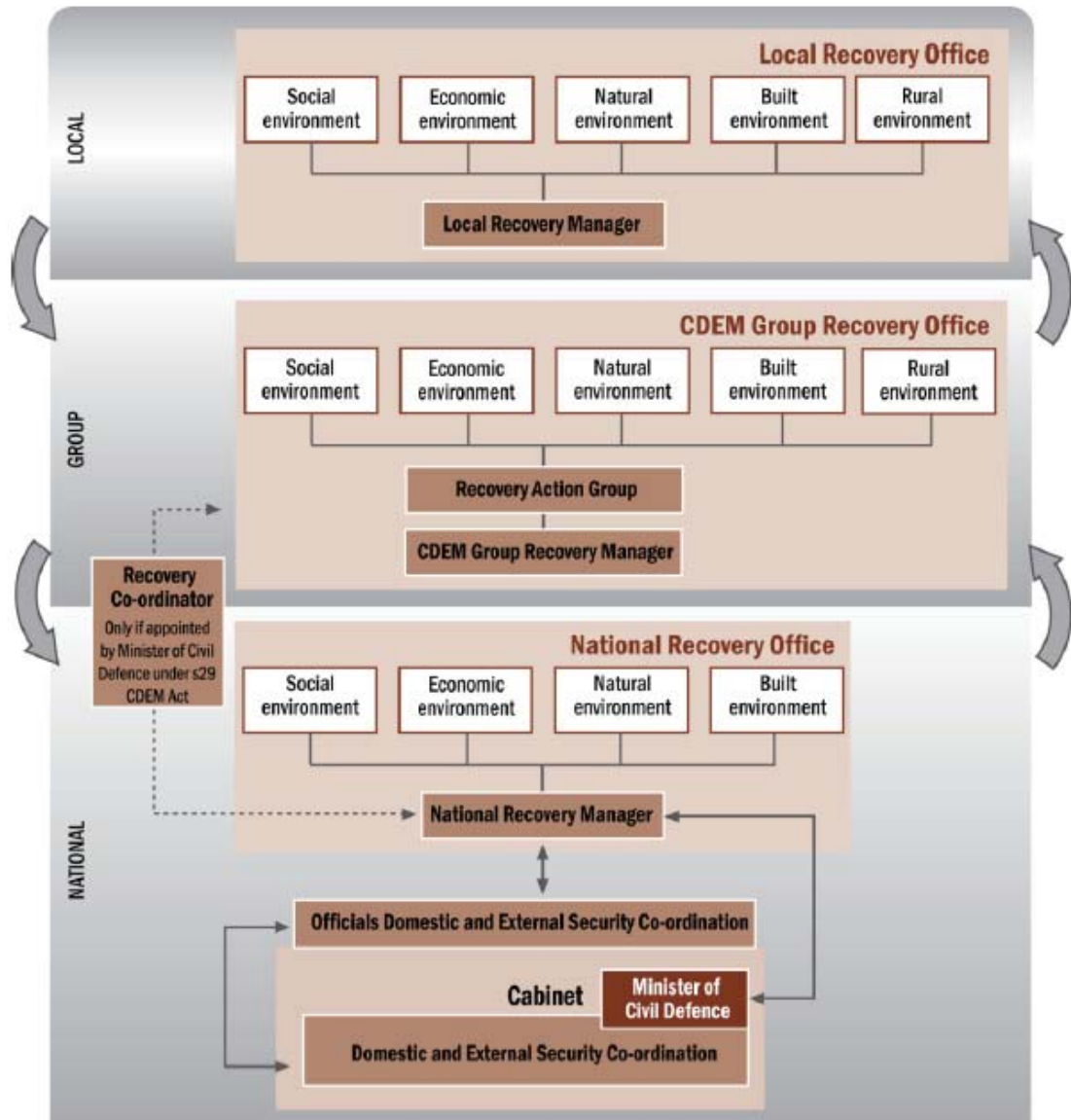
It is important to note that the actual recovery structure created for any given event will depend upon a number of factors such as size and scale of the event, number of people affected, damage to lifeline utilities and local/central Government political influence. It is difficult to predict the impacts of any future event, and therefore likely that the structure will differ from that shown in Figure 5.

Given the above, the structure is flexible to allow for different events, but will retain the national to local hierarchy.

Further detail on the structure of the Group Recovery Office during recovery activation is contained in Section 5.2.

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[7] Adapted from the Guide to the National CDEM Plan (section 25)

Despite the fact that the size and scale of events is always uncertain:

- A Recovery Management Team (either local or group) will always be required for events of any size that require recovery activities
- Local Recovery Offices will <u>always</u> be required for events of any size that require recovery activities
- The set-up of a Group Recovery Office <u>may</u> be required, if the size and scale warrants it (events similar to the 2004 flood events in Manawatu-Wanganui and Bay of Plenty)
- The involvement of the National Recovery Office (or equivalent organisation) will <u>always</u> be required, and will almost certainly play a leading role in recovery locally for larger scale events (events similar to the Canterbury earthquakes).

Recent recovery experience suggests that:

- The social environment task group will be by far the biggest and most challenging
- The economic and rural environment functions may fit within Social environment structure if the scale of the event is small
- The built environment will be stand-alone, with restoration of essential underground infrastructure[8] of particular importance
- The natural environment has a low importance relative to the other groups, with pollution and human safety normally being the key issues. These issues are normally dealt with under the social task group.

1.9.2   Sector Groups

1.9.2.1 Description

Figure 6 shows the framework for recovery within the Waikato CDEM Group, including sector groups.

At the heart of recovery is the community – all recovery activities revolve around community wellbeing. There are five sector groups within the Waikato CDEM Group, being social, economic, built, natural and rural. The five sector groups are embedded within and underpinned by a governance function – leadership, integration and culture.

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[8] Underground infrastructure includes water, stormwater, wastewater, power, telecommunications and gas supply.

Figure 6: Recovery framework and sector groups within the Waikato CDEM Group
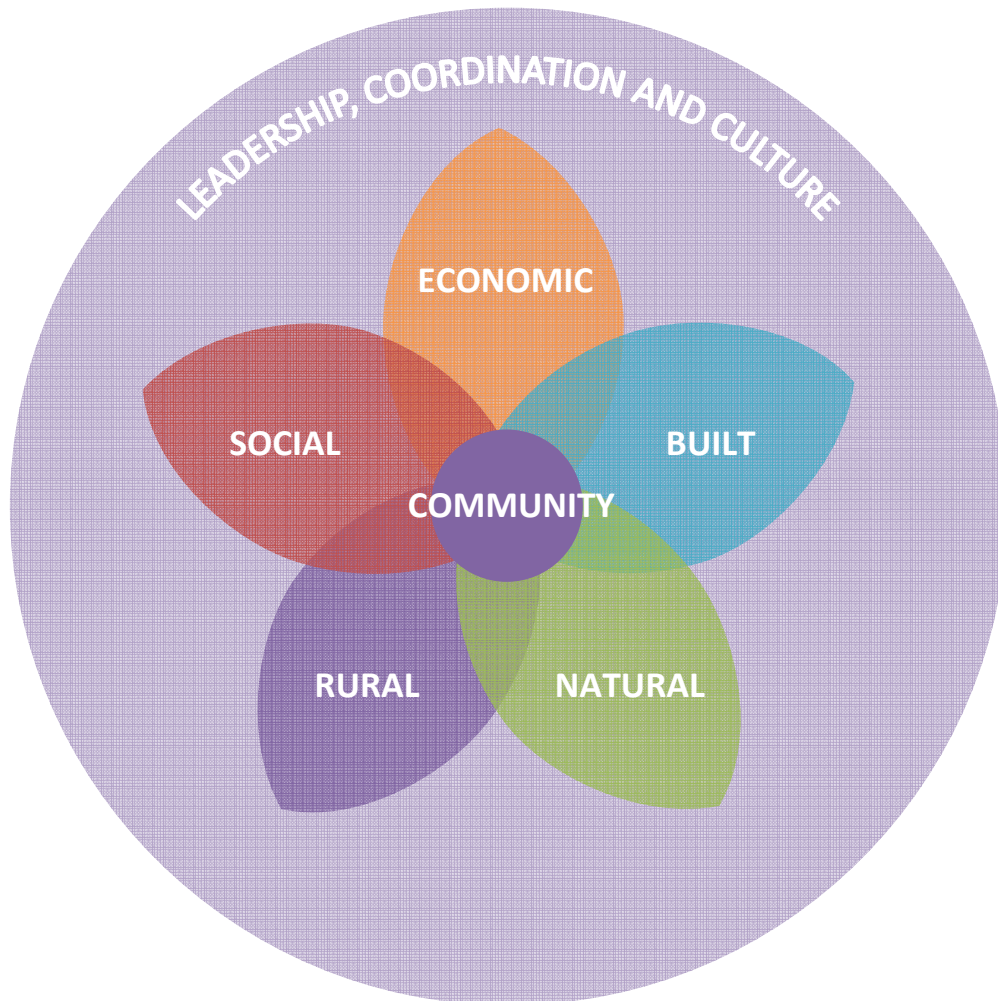
1.9.2.2 Membership

Sector group membership and leadership is outlined with Table 1.

Table 1: Waikato CDEM Group sector group leadership and membership

	Social	Built	Economic	Natural	Rural
Leader	Ministry of Social Development	Territorial Authorities	Territorial authorities	Waikato Regional Council	Rural Support Trust
Members	Work and Income Child, Youth and Family Salvation Army Red Cross Waikato DHB Lakes DHB Ministry of Education Te Puni Kokiri SPCA Animal Control Victim Support Housing New Zealand CDEM Group Welfare Manager Te Whakaruruhau Womens Refuge Inland Revenue Department Non-government organisations Volunteer organisations Public health representative Other organisations seconded as required	AT A LOCAL LEVEL ONLY Lifeline Utilities Coordinator Lifeline utilities Infrastructure contractors NZTA Transport operators Treasury National Infrastructure Unit Large Construction Companies Building owners groups Tenants associations Waste disposal Land and land use (regulatory, CRI and consultants) Housing NZ	AT A LOCAL LEVEL ONLY New Zealand Trade and Enterprise Iwi development agencies EQC and private insurers Banks MBIE Cities and Regions Team Tourism organisations Large employers (primary, manufacturing and public sectors) Local chambers of commerce Local business associations Waikato Regional Council	Ministry for the Environment Iwi authorities? Department of Conservation GNS Science	Ministry of Primary Industries Federated Farmers Dairy NZ Dairy Companies of New Zealand Beef and Lamb Rural Women Horticulture New Zealand

1.9.2.3 Responsibilities

Social Environment Sector Group:

- Coordinate the efforts of agencies that have significant recovery roles in the social environment
- Continuing to coordinate support to provide welfare services, such as provision of accommodation, catering and general welfare needs

- Liaison with community leaders
- Delivery of counselling services and support mechanisms for managing trauma and stress
- Monitoring health needs
- Provide support for culturally and linguistically diverse communities
- Support re-establishment of education services
- Monitor environmental health, disease control and provision of environmental health advice.
- Communicate with communities.
- To coordinate the provision of psychosocial support, as guided by the Waikato CDEM Group Psychosocial Plan.

Built Environment Sector Group (at a local level only, with Group level involvement limited to liaison and information sharing):

- Deployment of inspection teams
- Coordination of building demolition consent or building restriction
- Prioritisation of critical services and facilities
- Supporting fast tracking of recovery activities
- Coordination of a pool of skilled workers and task allocation
- Monitoring work standards
- Coordination of disposal of general waste and hazardous/dangerous materials
- Coordination of builds (e.g. one trench, multiple services) and resealing
- Provision of advice on land-use zoning and remediation

Economic Environment Sector Group (at a local level only, with Group level involvement limited to liaison and information sharing):

- Assess the economic impact on the community, business, rural and manufacturing sectors
- Provide support for local businesses in reopening/recovering via economic advice and assistance
- Support the resolution of insurance and other financial issues
- Encourage the maximum use of local resources

Natural Environment Sector Group:

- Assess the impact of the event on the environment, including issues around waste disposal.
- Offering advice on managing the impacts of the event on the natural environment

Rural Sector Group:

- Liaison with all rural-based stakeholders, and co-ordination of all rural-based recovery efforts
- Assessment of rural impacts and needs, and provision of advice to recovery offices
- Providing or facilitating referral to professional counselling, financial advice, farm management expertise

- Information transfer (up and down)

1.9.3   Recovery managers

The Waikato CDEM Group Plan defines the roles of recovery managers within the Waikato CDEM Group as follows:

- Local Recovery Managers: to coordinate recovery activities within the local authority, and to manage Local Recovery Offices. The Local Recovery Manager primarily liaises with:

    - Communities affected by the emergency
    - The group and/or national recovery managers, and
    - Local sector groups.
- Group Recovery Manager: to provide leadership to the group on pre-event recovery planning, assistance and advice to Local Recovery Managers, and to coordinate recovery activities across the group as required. The Group Recovery Manager liaises primarily with the Local Recovery Managers, the National Recovery Manager and the Recovery Management Team.

The Waikato CDEM Group Plan provides the following high-level guidance on expectations of recovery managers within the Group:

1.9.3.1   Pre-event arrangements and actions (section 3)

Work required prior to recovery:

- Ensure that Local Recovery Managers and a Group Recovery Manager and Alternate are appointed, trained, have established relationships with key recovery stakeholders, and are familiar with and able to activate recovery arrangements.
- Review, update and maintain recovery arrangements at both the local and group levels.
- Ensure that regular testing of recovery arrangements occurs in conjunction with exercise programmes.
- Ensure that recovery arrangements are part of the monitoring and review programme.
- Encourage regular meetings with key stakeholders to encourage the development of relationships.

1.9.3.2   Activation arrangements (sections 4, 5 and 6)

Activation of recovery processes:

- Begin the recovery process on the first day of response.
- Ensure that Recovery Managers activate recovery using some or all of the group recovery structure, and quickly adapt the structure to suit the characteristics of the event.
- Conduct recovery according to the recovery principles.

The key roles of Recovery Managers at both local and group levels during activation are to ensure that:

- Planning, prioritisation and management functions are undertaken;
- Effective reporting mechanisms are in place;
- Government is informed of local and group issues;
- Recovery resources are identified and obtained as required;
- Information is provided on the impact of the event on the affected area; and
- Emerging issues are identified and solutions sought.

The expectations for recovery managers are outlined within sections 3.2 and 3.4.

2   Waikato CDEM Group context

Introduction	Waikato CDEM Group context	Actions during readiness	Actions during response	Actions during recovery activation	Transition from recovery

2.1   Overview[9]

The Waikato CDEM group area approximates the area of the Waikato Region, which covers 25,000 square kilometres stretching from the Bombay Hills in the north to Mt Ruapehu in the south. The Group has one Regional Council, one City Council (Hamilton) and nine District Councils and is bordered by five other CDEM groups.

The context of the Waikato CDEM group can be described as a snapshot of the people (social environment), the land (natural environment), the buildings/infrastructure (built environment) and the economy (economic environment). These environments influence how CDEM can be delivered most effectively.

2.1.1   Social environment

In the 2006 Census:

- The population of the Waikato region was 382,716, around 10 per cent of New Zealand's total population[10];
- The median age for people in the Waikato region was 35.6 years, similar to the New Zealand population;
- 70 per cent of Waikato people classed themselves as European, again similar to the New Zealand population;
- 21% of Waikato people identify themselves as Maori compared to 14 per cent nationally; and
- The median income for people aged 15 years and over was $24,100, slightly less than the national median.

There are significant differences in economic and social circumstances between communities across the region, and therefore varying ability to provide for everyday needs and prepare for Civil Defence emergencies. Some areas are recognised as having "above average deprivation"[11], including some urban communities within Hamilton City and Waikato, Hauraki, South Waikato and Waitomo Districts, and some rural communities.

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[9] Drawn from Waikato CDEM Group Plan 2011-15, pp. 9-10.
[10] Refer to population distribution map in Annex 1
[11] Atlas of Socioeconomic Deprivation in New Zealand (2008), Ministry of Health, Wellington.

2.1.2 Natural environment

The Waikato region hosts a rich array of natural assets and resources, including:

- 100 lakes, 20 rivers and 1,420 streams;
- 1,150 kilometres of coastline, including iconic west coast and Coromandel beaches;
- 80 per cent of New Zealand's geothermal systems;
- three out of six of the country's internationally important wetlands (recognised under the Ramsar Convention); and
- important mineral producing areas providing coal, aggregate, iron sand, gold, silver and limestone.

The Waikato region is all within 80 km from the sea which means temperatures are quite regulated. Sheltered and elevated inland places experience extremes of hot and cold. The north central Waikato region tends to have warm, humid summers and mild winters. The average annual rainfall is 1,250 mm; generally enough for agriculture but with potential for drought during summer. The three areas with the highest annual rainfall figures are the Coromandel Peninsula, Waitomo/Kawhia and Tongariro National Park.

The Waikato region's topography includes flat floodplains, rolling hills, mountain ranges and steep volcanoes. The Waikato region can be divided into four distinct topographical areas, characterised by different landscapes – the Taupo Volcanic Zone, the Waikato Lowlands and Hauraki Plains, the Western and Central Hill Country and the Eastern Ranges. The topography has a significant influence on land use, hazards and risks within each area.

2.1.3 Built Environment

The main centre of the Waikato Region is Hamilton City, with an estimated population in 2010 of 143,000 people (Statistics NZ). The other main population centres are:

- Waikato\ Valley: Huntly, Ngaruawahia, Raglan, Cambridge, Te Awamutu, Otorohanga and Te Kuiti;
- Thames Valley: Whitianga, Thames, Whangamata, Waihi, Paeroa, Morrinsville, Te Aroha and Matamata; and
- Southern Area: Putaruru, Tokoroa, Taupo and Turangi.

In addition to the main population centres, there are numerous small communities across the Group area. Some communities are isolated, including those in the northern Coromandel Peninsula and those on the west coast such as Raglan and Kawhia. The key characteristic of the built environment for CDEM is the spread of relatively remote population centres over a large geographic area.

The Waikato region has complex networks of infrastructural assets including 1,700km of state highways and 8,500km of local roads. The region is a major road transport corridor that links Auckland and Tauranga to the rest of the North Island and also a major corridor for the supply of essential services such as electricity generation and distribution, telecommunications networks, rail and gas distribution.

More than 20% of the nation's freight passes through the region. Industry within the region produces and processes heavy bulk goods, which are transported to the two busiest ports in the country. Therefore, there are strong links between regional GDP and the role of the region as a major transport corridor. The region is experiencing strong population growth and ever-increasing freight transport requirements.

2.1.4   Economic environment

The Waikato Region produced an estimated 9%, or $15.6 billion of New Zealand's gross domestic product (GDP) in the year ended March 2007. The ten largest industries contributing towards GDP in the Waikato region in 2006 were:

- Agriculture, forestry and fishing;
- Retail trade;
- Manufacturing;
- Property and business services;
- Health and community services;
- Education;
- Construction;
- Accommodation, cafes and restaurants;
- Wholesale trade; and
- Personal and other services.

Electricity generation and distribution is an important industry at both the regional and national levels. The Waikato region is the power generating base of the North Island, with eight hydro stations on the Waikato River providing around 1,200 megawatts of generating capacity, geothermal power stations including Wairakei and Ohaaki, and the Huntly thermal power station. The Waikato provides the backbone of the nation's electricity system, with almost 40 per cent of the nation's electricity generation capacity, and it is capable of generating up to 50 per cent of New Zealand's electricity when required.[12]

Further information on the Waikato CDEM Group context is available within the Waikato CDEM Group Evacuation Plan.

2.1.5   Rural environment

The rural environment is a significant and important feature of the Waikato Region. 99 % of the Waikato Region is rural, accommodating a range of land uses, such as pastoral farming (52 %), plantation forestry (14 %), indigenous vegetation (27 %) and horticulture/cropping (5 %)[13].

While 99 % of the Waikato Region is considered rural, only around 25 % of the Waikato Regional population lives in these areas[14]. As a result, rural communities are often much more remote and sparse than their urban counterparts. Despite this, rural communities

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[12] Waikato Regional Energy Strategy, p. 27.
[13]   Taken   from   http://www.waikatoregion.govt.nz/Environment/Environmental-information/Environmental-indicators/Land-and-soil/Land/land1-key-points/
[14] Taken from http://www.waikatoregion.govt.nz/Community/About-the-Waikato-region/

are often more resilient than urban communities during emergencies, due to their familiarity with the need to store supplies, and strong social networks.

Another feature of the Waikato Region's rural environment, particularly around the fringes of urban areas, is rural-residential land-use. This land-use, which is characterised by blocks of land that are large by urban standards but small by rural standards, results in a blend of rural and urban character and a unique set of expectations and needs.

The functioning of the rural environment of the Waikato Region is an essential part of the Waikato Regional economy, with rurally based primary industries such as agriculture, forestry, fishing and mining constituting 74 % of interregional exports[15].

The rural environment consists of numerous small communities that have a range of unique needs compared with communities located in or near urban areas, primarily to do with accessing services such as healthcare.

2.2 Hazards

The Waikato CDEM group is exposed to a range of natural, biological and technological hazards, as outlined below:

Natural hazards:
- Earthquakes
- Volcanic
- Geothermal ground eruption
- Tsunami
- River flooding and inundation
- Severe storms
- Storm surge/coastal flooding
- Drought
- Landslides
- Rural fire
- Erosion

Technological hazards:
- Lifeline utility failures
- Hazardous substances accidents
- Transportation accidents
- Waikato River dam failure
- Terrorism

Biological hazards:
- Human disease epidemic
- Animal epidemic

Further detail on the hazards within the Waikato CDEM Group is contained within the Waikato CDEM Group Plan 2011-2015.

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[15] Waikato regional economic profile (Waikato Regional Council Technical Report 2012/37

3 Actions during readiness

Introduction	Waikato CDEM Group context	**Actions during readiness**	Actions during response	Actions during recovery activation	Transition from recovery

3.1 Background

The key components of "Actions during readiness" are shown in Figure 7 below:

Figure 7: Overview of actions during readiness

Appointment of Local Recovery Managers

Professional development and training

Monitoring and evaluation

Planning

Exercising

Relationship management

"Actions during readiness" are on-going tasks that collectively form the "business as usual" recovery work programmes at both the group and local levels.

The Waikato CDEM Group Plan states that "in order for recovery arrangements to be effective, recovery planning and relationship-building work is required prior to events occurring." The Waikato CDEM Group Plan sets out the following general expectations for pre-event recovery in Section 6.5.1:

> *"Work required prior to recovery:*
> - *Ensure that Local Recovery Managers and a Group Recovery Manager and Alternate are appointed, trained, have established relationships with key recovery stakeholders, and are familiar with and able to activate recovery arrangements.*
> - *Review, update and maintain recovery arrangements at both the local and group levels.*
> - *Ensure that regular testing of recovery arrangements occurs in conjunction with exercise programmes.*
> - *Ensure that recovery arrangements are part of the monitoring and review programme.*

> • *Encourage regular meetings with key stakeholders to encourage the development of relationships."*

The purpose of this section is to expand upon the general expectations above by outlining what is required to maintain an effective recovery work programme, and prepare for activation.

3.2 Structure and reporting during readiness

Recovery activities undertaken during readiness, including the activities undertaken by the Group Recovery Manager, are undertaken, funded and reported as part of the wider GEMO work programme. Decision making around these activities, along with the reporting of progress, occurs via the reporting line shown in Figure 8. This line of reporting is consistent with the wider GEMO work programme.

Figure 8: Recovery structure and reporting during readiness
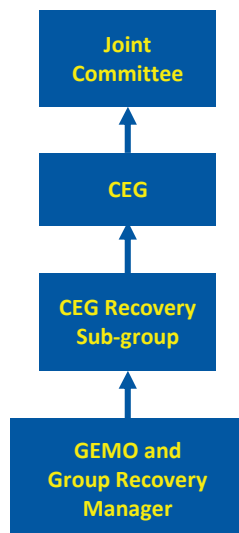
3.3 Appointment of recovery managers

3.3.1 Definition

Recovery managers appointments provide for the leadership and co-ordination of recovery across the 4R's throughout the Waikato CDEM Group. Group recovery managers are formal appointments made by the Joint Committee, and local recovery managers are formal appointments made by territorial authorities.

3.3.2 Purpose

To provide guidance on the appointment of recovery managers at the group and local levels.

3.3.3   Requirements/Actions

The Waikato CDEM Group Plan requires the following recovery manager appointments to be made:

- Group Recovery Managers: a minimum of one Group Recovery Managers and one alternate are to be appointed[16]; and
- Local Recovery Managers: every territorial authority member of the CDEM Group must appoint a Local Recovery Manager.

The CEG has responsibility for ensuring that a Group Recovery Manager and an alternate are appointed, and each territorial authority member of the group has responsibility for ensuring that Local Recovery Managers are appointed.

3.3.4   Expectations

The fundamental expectations for recovery managers are that:

1. They will be appointed in line with the Recovery Manager Competency Framework Role Map[17]. This means that recovery managers will:

    - Demonstrate the essential attributes of recovery managers[18] as follows:

        - *Demonstrates empathy, and willingness to understand and respect others' needs.*
        - *Is respectful of cultural diversity.*
        - *Demonstrates ability to achieve team buy-in to the development of plans and procedures.*
        - *Is reliable and able to be depended on.*
        - *Supports colleagues, and is collaborative.*
        - *Demonstrates professionalism, and fosters professional behaviour in others.*
        - *Demonstrates the ability to see own role in relation to the wider operational context.*
        - *Demonstrates ability to establish credibility and gain confidence.*
        - *Demonstrates ability to manage own wellbeing in a pressured environment.*
        - *Is solutions-focused when problem solving.*
        - *Preferably demonstrate a combination of the desirable attributes[19] of recovery managers; and*
        - *Understand and demonstrate the skills and knowledge of the eight key competency areas, and the statements common to all key areas[20].*

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[16] Per section 8.4.4 of the direction of the Waikato CDEM Group Plan 2011-2015, p. 48.
[17] Ministry of Civil Defence Emergency Management (2010): *"Civil Defence Emergency Management Competency Framework Role Map Recovery Manager"*, Wellington.
[18] *Competency Framework,* p. 6
[19] *Competency Framework,* p. 6
[20] *Competency Framework*, pp. 9-24.

2. Local recovery managers will be appointed at a level within territorial authorities where they have the ability to develop and maintain strategic relationships, and an ability to influence decision-making within Council.

3.4 Recovery manager professional development

3.4.1 Definition

Professional development is the ongoing process of achieving and maintaining a minimum and desirable competency requirements for recovery managers within the group.

3.4.2 Purpose

To provide guidance on the types and levels of professional development required by recovery managers within the Waikato CDEM Group.

3.4.3 Requirements/actions

The experience from the recovery process in Canterbury suggests that ongoing professional development is an important consideration for recovery managers.

All training must align with the Waikato CDEM Group Integrated Training Strategy 2012-2017, which provides guidance on training for all positions within the Waikato CDEM Group.

3.4.4 Expectations

The following professional development standards are recommended for recovery managers:

- Attendance at the Waikato Recovery Managers training course
- Attendance at the Ministry of CDEM Recovery Managers Workshop
- A high level of familiarity with the recovery components of the Waikato CDEM Group Plan and the Waikato Group Recovery Plan (this plan); and
- Familiarity with the Ministry of CDEM Recovery Management Guidelines and Focus on Recovery material

Any additional training requirements will be identified within the integrated training strategy. The minimum training requirements should be completed within one year of appointment.

The professional development requirements for recovery managers (Group and local) will also be incorporated into a development needs analysis process, similar to what was undertaken for controllers (Group and local).

3.5   Recovery plan exercising

3.5.1   Definition

Exercising is an ongoing process by which recovery plans and procedures are tested to evaluate effectiveness prior to activation.

3.5.2   Purpose

To provide opportunities to review or test procedures, and practice participants in defined roles, and ensure local, regional and national exercise plans are coordinated and aligned.

3.5.3   Requirements/actions

Recovery exercises should form a core part of readiness activities, and assist in identifying gaps and issues so that agencies carry out and co-ordinate their functions effectively in real events. Another important benefit of exercising is the development of relationships between people who will need to work alongside each other during recovery activation.

CDEM exercise programmes occur at three levels:

1. National: administered by the Ministry of CDEM, and aimed at testing and developing national readiness;
2. Waikato CDEM Group: administered by the Group Emergency Management Office, and designed to improve group co-ordination of CDEM activities; and
3. Local: administered by TAs and/or Emergency Operating Areas, and designed to improve TA and/or EOA processes and procedures.

It is important that all three levels are co-ordinated, and this is the responsibility of the Group Emergency Management Office.

3.5.4   Expectations

The Group Recovery Manager is responsible for ensuring that recovery exercises are planned, and are co-ordinated with the Group Emergency Management Office exercise plan. Exercises may be aimed at group arrangements or in support of local arrangements.

Local recovery managers are responsible for ensuring that recovery is exercised within their TA and/or EOA, and that links to the Group exercise programme are maintained.

Both the Group and local recovery managers are expected to identify opportunities for the recovery exercising.

3.6 Relationship management

3.6.1 Definition

Relationship management refers to the on-going process of developing and maintaining relationships with recovery stakeholders in order to ensure that familiarity with recovery expectations and arrangements is high, and that recovery is successful.

3.6.2 Purpose

To ensure that relationship management is recognised as a fundamental part of readiness, and provide guidance on how relationship management should be undertaken.

3.6.3 Requirements/Actions

Relationship management is a fundamental requirement of effective recovery, and this is true for all stages of recovery.

The emphasis of relationship management during recovery changes depending upon the phase as follows:

- Readiness: relationships with the CEG, core CDEM agencies and task group agencies and chairs is particularly important – particularly during development of arrangements;
- Response: relationships with the Group Controller, Joint Committee and core CDEM response staff is particularly important; and
- Recovery: relationships with community leaders and a wide range of agencies across the tasks groups is particularly important.

Relationship management prior to events is important, and this has been well documented within the CDEM sector. Experience from Canterbury suggests that good relationships prior to and after an event lead to better relationships during and after an event, and vice versa.

The requirements for relationship management are well documented within Key Area 1 of the Recovery Manager Competency Framework Role Map[21]:

- Relationships with key individuals, partner organisations and communities are established (RM01).
- Established relationships are actively managed and sustained (RM02).

3.6.4 Expectations

Recovery managers are expected to:

- Identify all key stakeholders in recovery management;

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[21] See p. 10.

- Build and maintain relationships with key stakeholders at all stages of recovery;
- Make relationship management a part of their "business as usual" role in recovery; and
- Attend relevant on-going CDEM and stakeholder meetings and forums.

3.7 Planning

3.7.1 Definition

Planning refers to the collective formalised arrangements for recovery within the Waikato CDEM Group, and includes, at minimum, this plan, Local Recovery Plans and recovery plans/arrangements of key stakeholders.

3.7.2 Purpose

To ensure that adequate recovery planning is undertaken by the Waikato CDEM Group, and that planning linkages to key stakeholders are developed and maintained.

3.7.3 Requirements/Actions

3.7.3.1 Group Recovery Plan

Development of this plan is a requirement of the Waikato CDEM Group Plan, and fulfils the statutory obligation of CDEM Groups and individual members to "carry out recovery activities."[22]

3.7.3.2 Local Recovery Plans

The Waikato CDEM Group Plan states as its first principle:

"Group recovery capability and capacity is founded at the local territorial authority level, and will build upon local recovery capability and capacity."

Therefore, the importance of local recovery plans cannot be overstated, as these provide for local co-ordination of recovery activities on the ground. The effectiveness of this plan is therefore dependent upon the effectiveness of local recovery plans.

Within the Waikato CDEM Group, local recovery plans are developed and approved by territorial authority members of the Waikato CDEM Group. Local recovery plans will follow the same structure as this plan, and provide details of the specific characteristics of the territorial authority area and local recovery arrangements.

3.7.4 Expectations

The planning expectations are as follows:

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[22] Refer to section 17(1)(e) of the CDEM Act 2002

- Group Recovery Plan:

    - Annual review and update for minor amendments
    - Comprehensive review during the first year of the review of the CDEM Group Plan (this next occurs in the 2015/16 financial year)

- Local Recovery Plans:

    - Development of plans (or update of current plans/arrangements) based on guidance within the Group Recovery Plan by the end of the 2014/15 financial year
    - Local Recovery Plans must be consistent with this plan and with the "*Waikato CDEM Group Local Recovery Plan Template*"[23]
    - Annual review and update for minor amendments
    - Comprehensive review per individual territorial authority timetables.

Management of the recovery arrangements of support agencies are beyond the scope of this plan, but are required in support of both this plan and local recovery plans.

3.8   Monitoring and evaluation

3.8.1   Definition

Monitoring is establishing, checking, controlling and keeping record of what has happened, while evaluation is measuring effectiveness and establishing and assessing why outcomes have or have not occurred. While this is a general description, it pertains as much to recovery activities as any other CDEM activities.

3.8.2   Purpose

To provide assurance to the CDEM Group and Waikato communities that the group is complying with its obligations, achieving its objectives and making progress towards being prepared for recovery.

3.8.3   Requirements/Actions

The monitoring and evaluation process is overseen by the Management and Governance Sub-group of CEG. Recovery is a part of this process – the same as all other CDEM activities undertaken at the group level. The general requirements for recovery activities are similar to other CDEM work activities[24], and include:
- Developing an annual work programme;
- Reporting annually on the achievement of objectives and targets; and
- Participating in the five-yearly Capability Assessment Review process.

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[23] Note that this template has yet to be developed – development is planned for early in the 2013/14 financial year.
[24] Refer to Waikato CDEM Group Plan, section 7, p. 41.

One of the primary goals of monitoring and evaluation is to measure the progress towards addressing the recovery recommendations of the Capability Assessment Report These are outlined below:

Priority	Recommendations
Urgent	• Appoint Group Recovery Manager • Chief Executive's and Mayors understand full extent of required recovery resourcing and funding
High	• Develop a group Recovery Plan • Ensure recovery is included in all exercises at local and group level. • Determine ongoing relationship between CEG and Group Recovery Manager • Consider mechanisms for incorporating lessons learned from response and recovery into risk reduction planning
Medium	• That the Coordinating Executive Group instigates the development of a recovery managers training programme that is led by the group Recovery Manager. • That recovery training includes how legislative process and reduction activity inform the Recovery Manager role. • That the group Recovery Manager (and any alternates), when appointed, form a relationship with the collective of group controllers.

3.8.4 Expectations

The Recovery Sub-group of CEG will oversee the monitoring and evaluation process.

The Group Recovery Manager is responsible for ensuring development of an annual work programme and regular reporting to the Recovery Sub-group and CEG.

Local Recovery Managers are responsible for reporting progress on recovery activities to TAs, and keeping the Group Recovery Manager informed of progress.
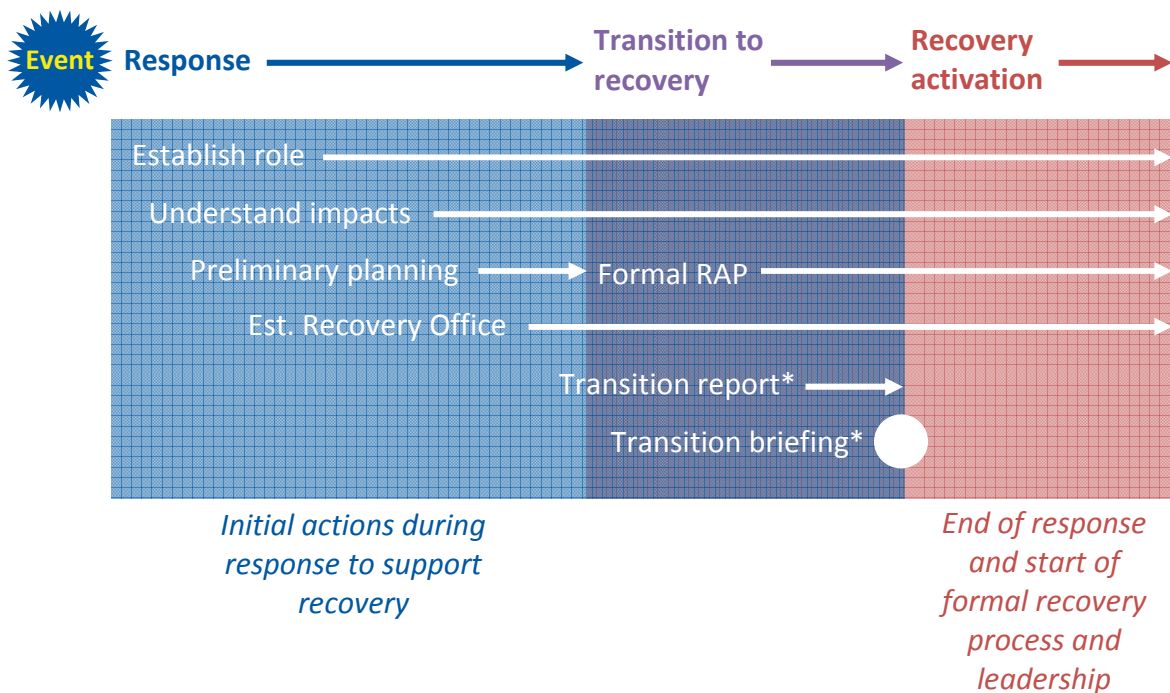
4 Actions during response

4.1 Introduction

The purpose of this section is to clarify what initial recovery actions are required during the response phase, and how the response phase transitions into recovery management.

The key components of "Initial actions during response" are shown in Figure 9 below:

Figure 9: Initial actions during response (* denotes controller responsibility)

Initial actions during response are the tasks required in order to ensure that recovery management:

- Starts on the first day of an event;
- Occurs in parallel to response efforts;
- Provides an opportunity for recovery considerations and thinking not to "get lost" in the midst of response activities; and
- Enables a seamless transition to recovery management arrangements once the response phase is over.

4.2 Initial actions

4.2.1 Definition

Initial actions are the tasks required to start the recovery management process during response to an event, and make sure that the recovery process is recognised and taken into account during response.

4.2.2 Purpose

To provide clear and concise guidance to recovery managers on initial actions required.

4.2.3 Requirements/Actions

Group and local recovery managers need to be involved as soon as the response phase starts in order to:

- Understand key impacts and tasks;
- Identify recovery requirements and priorities as early as possible;
- Initiate planning for the recovery of the event;
- Align response and recovery priorities; and
- Connect with key stakeholders across the Waikato CDEM Group.

Figure 9 above outlines the key activities required, and these are explained below.

4.2.3.1 Establish Group/Local Recovery Manager role

- Establish role alongside GECC or EOC operations (the position of the Group Recovery Manager in the wider GECC response structure is shown in Figure 10 below)
- Liaison with and provision of advice to Group or Local Controller
- Liaison with key stakeholders related to recovery as required, including:
  - Group: Waikato CDEM Group Chair, CEG Chair, Mayors and local recovery managers
  - Local: TA Mayor, local Councillors, local representative groups and Group Recovery Manager

Figure 10: Recovery structure during RESPONSE activation
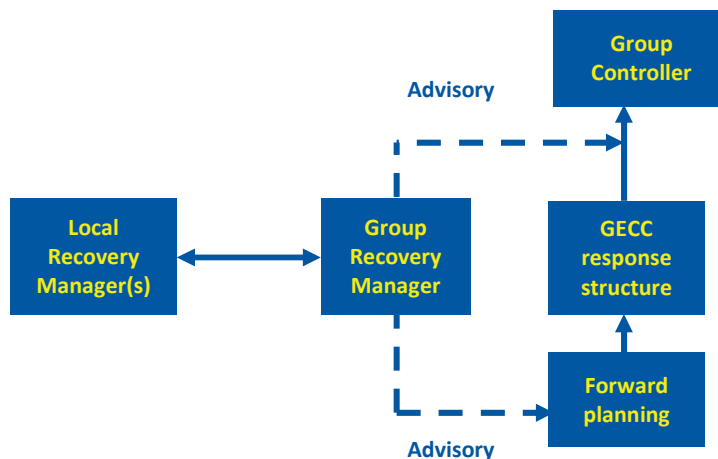
4.2.3.2 Understand impacts

- Recovery managers work alongside Planning and Intelligence staff in the GECC or EOC, and seek to understand the level and extent of impacts
- Provision of advice on rapid impact assessment and on-going long-term requirements (refer to section 5.1 for details).
- Liaison as required between recovery managers and controllers on possible longer term impacts, depending upon extent and duration of event.

4.2.3.3 Planning

- Recovery Managers undertake preliminary planning to assess likely on-going size and scope of recovery required by:
  - Area
  - Impact
  - Vulnerable groups
  - Likelihood of on-going impacts from event.
- Recovery Managers prepare initial Recovery Action Plan, per Annex B of Directors Guidelines on Recovery Management.

4.2.3.4 Establish Recovery Offices

- Recovery Managers are responsible for identification of need and establishment as required, including
  - Location
  - Staffing
  - Identification of resources required task groups and extent of recovery required.

4.2.4 Expectations

Both group and local recovery managers are expected to:

- Be familiar with initial actions required
- Be familiar with the systems and processes to be used
- Have a clear understanding of how the interaction with the GECC or EOC staff and Group/Local Controller will work on the day.

4.3 Transition to recovery

4.3.1 Definition

Transition to recovery is the process of ending the response phase and formally moving into the recovery phase. Transition to recovery is often associated with the end of a Civil Defence declaration.

4.3.2 Purpose

To ensure that there is a clear transition from the response phase to the recovery phase and alignment between the phases by clarifying responsibilities and actions.

4.3.3   Requirements/Actions

The transition process requires a formal acknowledgement of the transfer of coordination and accountability for recovery related activities between the Controller and Recovery Manager.

The recovery phase of the emergency management process gains momentum when the state of civil defence emergency is terminated. At this point, the threat to life has passed, rescue activities have been completed and community safety is assured. It is important to consider the implications the termination of the state of civil defence emergency will have on these activities. Not only will statutory powers cease, but some agencies and organisations, whose contribution may be linked directly to the state of civil defence emergency, may decide their role is over.[25]

The transition process involves:

- Preparation of a response transition report;
- A transition briefing
- On-going Public Information management; and
- Preparation of a formal Recovery Action Plan.

Detailed Guidance on these items is included within Part 3: "*Transition – Response to Recovery*"[26] of the Ministry of CDEM Recovery Guidelines.

Table 2 clarifies the actions required from both the Controller and Recovery Manager to effect a formal transition:[27]

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[25] Ministry of CDEM Recovery Guidelines, p. 23.
[26] Refer to pp, 23-26.
[27] Adapted from Guidelines, p. 26.

Table 2: Transition actions (controller and recovery manager)

Action	Responsibility	
	Controller	**Recovery Manager**
Ensure that agencies with both response and recovery obligations are aware of their continuing role	**Lead**	**Lead**
Develop a Transition Report comprising: - The response action plan in place at the time of transition, noting actions that are incomplete. - The type and status of all assigned resources. - Actions taken to finalise the calculation of emergency expenditure. - A summary of the type and extent of damage in the district at the time of transition – categorised as social, economic, built, rural and natural environments.	**Lead**	Support
Prepare for the Transition Briefing	**Lead**	Support
Combine impact assessments from response into categories: social, economic, rural, natural and built environments	**Lead**	-
Include the Group Recovery Manager in critical response briefings	**Lead**	Participate
Ensures the Group Controller is aware of recovery requirements and tasks prior to transition	-	**Lead**
Works with the PIM to prepare the Communications Plan for recovery	Support	**Lead**
Prepares a recovery action plan prior to transition	-	**Lead**
Initiates key recovery arrangements during the response phase	Support	**Lead**
Begins to address the impacts from the emergency and puts in place inter-agency processes, meetings and reporting arrangements to ensure recovery needs are met and coordinated	Support	**Lead**

4.3.4 Expectations

Controllers and Recovery Managers at both the group and local levels have a clear understanding of the transition actions required, and their responsibilities during transition.
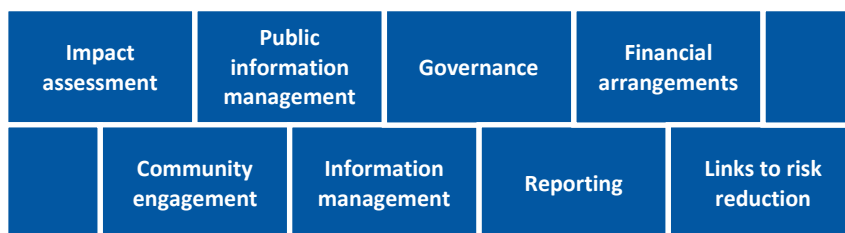
5 Actions during recovery activation

Introduction	Waikato CDEM Group context	Actions during readiness	Actions during response	**Actions during recovery activation**	Transition from recovery

5.1 Introduction

The key components of "Actions during recovery activation" are shown in Figure 11 below:

Figure 11: Actions during recovery activation

Impact assessment	Public information management	Governance	Financial arrangements	
	Community engagement	Information management	Reporting	Links to risk reduction

"Actions during recovery activation" are the collective tasks required in order to ensure that recovery management occurs efficiently and effectively following emergency events. These tasks are those that are required to support a fully activated recovery structure once the response phase is over.

The Waikato CDEM Group Plan states that:

"...once recovery starts, the arrangements need to be flexible enough to allow the "recovery organisation" to rapidly adjust to the specific nature and duration of the event."

The Waikato CDEM Group Plan sets out the following general expectations for recovery activation in Section 6.5.2:

- "Ensure that Recovery Managers activate recovery using some or all of the group recovery structure, and quickly adapt the structure to suit the characteristics of the event.
- Conduct recovery according to the recovery principles."

The purpose of this section is to expand upon the general expectations above by outlining what is required to set up and maintain a recovery management structure throughout the course of the recovery process.

5.2 Group Recovery Office

5.2.1 Role

The role of the group recovery office, as outlined within the CDEM Group Plan, includes:

- Coordinating and supporting the recovery process with communities, sector groups and recovery staff;
- Continuation of response initiatives that support recovery;
- Emphasising reduction opportunities to those in a position to influence change; and
- Reporting to the National Recovery Office.

The group has a key role to play in providing support for local recovery offices and local recovery managers following local emergencies, and co-ordinating recovery on behalf of the Waikato CDEM Group following significant events, A particularly important role of the group recovery office is to liaise with the national recovery office to access financial support from central Government agencies to support recovery activities.

5.2.2 Location, set-up and staffing

The Group Recovery Office will be set up and located along the following lines depending upon the size of the emergency event and recovery required:

- **Local event within one district:** set-up at the TA, alongside the local recovery office, with support staff for the group recovery manager. Activation will generally be at the request of the TA, in consultation with the CEG Chair
- **Significant event, covering more than one District**: set up at the Group Emergency Co-ordination Centre (GECC). The office will use the same systems and processes as the response at the GECC, and may share personnel resources over time. The office will be initially staffed by the Group Recovery Manager and the Recovery Administrator. The Group Recovery Manager will work alongside the Group Controller in an advisory capacity. The office will be expanded over time according to needs, and will be based on the same structure as the GECC. At transition, the Group Recovery Office will take over the functions of the GECC with the same support staff and structure – populated with whatever positions are required.

The structure of the Group Recovery Office is shown in Figure 12.

Figure 12: Recovery structure during RECOVERY activation
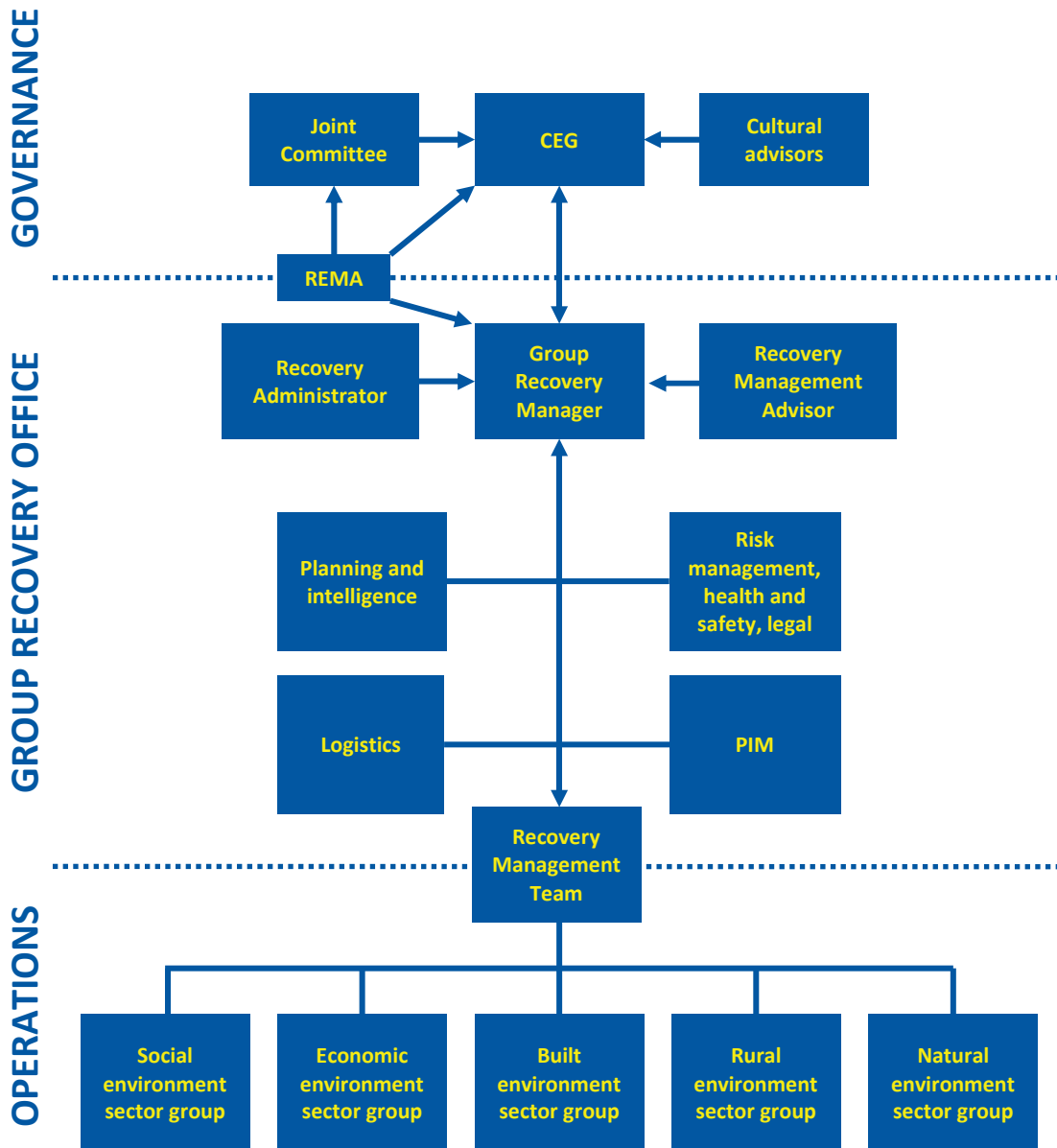
5.2.3 Key leadership roles during activation

5.2.3.1 Group Recovery Manager

Refer to sections 1.9.3, 3.2 and 3.4.

5.2.3.2 Sector Group Leaders

Refer to section 1.9.2.

5.2.3.3 Recovery Management Team

The Recovery Management Team integrates the Group Recovery Office activities with operational activities across the five task groups. It is anticipated that the Recovery Management Team would only need to be formed for a significant Group-wide event, or

for a significant local event that required substantial support. The group will be activated as soon as possible during a significant event, and could be formed across all five task groups, or with fewer task groups as required.

Role[28]:

- Assess the impact of an emergency within the CDEM Group boundary
- Establish priorities for recovery activities
- Implement recovery activities

Responsibilities[29]:

- Determine and prioritise major areas of recovery
- Formulate recovery policies and strategies
- Ensure coordination of recovery effort between agencies
- Establish a timeframe for recovery activities
- Identify and obtain resources
- Monitor recovery activities
- Control expenditure and maintain accountability
- Open and staff recovery assistance centres to meet the need
- Provide media liaison or some other means of keeping the public informed
- Administration
- Planning and reporting

Membership and structure

- Chair: Group Recovery Manager
- Membership: CEG Chair, REMA, Planning and Intelligence Manager, PIM Manager, Recovery Management Advisor, Task Group Chairs (Social, Economic, Built, Natural, Rural).

5.2.3.4 Recovery Management Advisor

A Recovery Advisor is an independent, experienced recovery specialist, who may be appointed as required to provide advice and assistance to the Group Recovery Manager. The Recovery Advisor will take a strategic view of the recovery process, and may make recommendations to the Group Recovery Manager on all aspects of recovery management. The Recovery Advisor will not be involved in day-to-day operations of the Group Recovery Office, and may play a mentor role for the Group Recovery Manager.

The Recovery Advisor will work with the Group Recovery Manager to ensure that:

- All aspects of recovery are being considered;
- Lessons from previous recovery events are recognised, and applied where applicable to the recovery process;

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[28] Drawn from MCDEM Recovery Management Guidelines, p. 14.
[29] Drawn from MCDEM Recovery Management Guidelines, p. 14.

- Set-up and management of Group Recovery Office functions and processes is working well; and
- Long-term considerations for managing recovery are identified and incorporated into the recovery process where appropriate.

5.3 Impact assessment

5.3.1 Definition

Impact assessment is the process for gaining an understanding of the impacts of an event on individuals, the community, the physical infrastructure and the environment.

5.3.2 Purpose

To establish knowledge of impacts across the Waikato CDEM Group, and provide a sound basis for the prioritisation of needs and targeting of resources to priority areas.

5.3.3 Requirements/Actions

The requirements for impact assessments are both immediate during the response phase and ongoing during the recovery phase, and are outlined below. Generally, the level of detail and requirements for impact assessment change from the response phase to recovery phase as follows:

- Response: focussed on rapid assessment of impacts, preservation of life, and immediate welfare and infrastructure needs.
- Recovery: focussed on detailed assessment of needs including short-term and medium-term social and infrastructure needs, and long-term economic and risk reduction needs.

5.3.4 Rapid impact assessment

An immediate or rapid assessment of impacts will normally be done as a part of the response process. As the response phase progresses towards recovery, the need for more detailed information will grow.

The first summary impact assessment will be provided to recovery managers from the Controller, who will undertake this as a part of the response transition report.[30] The report will contain a summary of the type and extent of damage in the district at the time of transition, noting specifically any areas or situations with the potential for a re-escalation to a state of civil defence emergency as well as a summary of the condition of the various aspects of the community and environment affected by the emergency and their inter-relationships under the following headings:[31]

- Social environment:

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[30] Refer to Waikato Region CDEM Group Plan, p. 36.
[31] Refer to Recovery Guidelines, p. 24.

- Estimates of numbers of directly and, where possible, indirectly affected individuals, the nature of the impact on them and estimates of future needs
- The current nature, capability and location of welfare agency resources deployed.

- Built environment:
  - An outline of roads and infrastructure that remain affected by the emergency
  - Assessment of infrastructure restoration priorities.

- Rural environment
  - Evaluation of the rural impact – the information available to districts may not be instantly available. It is recommended that an outline of estimated impacts and recovery needs is provided, with more detail and accuracy as information is collected and analysed.

- Economic environment:
  - A summary of information currently available and some strategic analysis and direction for economic recovery. It is unlikely that districts will have the economic impact information immediately available.

- Natural environment:
  - Land use changes, the implications for businesses short to long-term, use of land and/or amenities.

5.3.5   Detailed impact assessments

Detailed impact assessments will be required early in the recovery phase for significant events, and will be required throughout the course of recovery for all events. It is recommended that a survey approach per the Recovery Guidelines be used as the preferred method (see references within the "expectations" section below).

5.3.6   Standards

The following standards are excerpted from the Ministry of CDEM guidelines, and will be used as the standards for impact assessment within the Waikato CDEM Group.

Impact assessments must[32]:

- Be clearly documented (transparent) – so that the assessment procedures can be followed easily
- Be consistent and standardised – to enable meaningful comparisons
- Be replicable – to enable the assessments to be checked
- Include a basis of economic principles – so that assessed economic losses represent the real losses to the economy as accurately as possible;
- Have common measuring tools and standards;

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[32] Adapted from Guidelines, p. 32.

- Allow for comparisons of impact, between pre-event and at various times through the response and recovery as the emergency management requires;
- Assess both direct and indirect losses, and tangible and intangible losses.

5.3.7 Expectations

Recovery managers are expected to keep abreast of impact assessments during the response phase, and provide guidance on management of impact assessments for recovery. Controllers are expected to lead the rapid impact assessment process as a part of response, while liaising with the recovery manager on long-term requirements.

5.3.8 Links to relevant information

MCDEM Directors Guideline (Recovery).

Section 4.2.3.2, which covers the assessment of impacts during the response activation.

5.4 Public Information Management

5.4.1 Definition

Public information management both during and after an emergency involves collecting, analysing, and disseminating information to the public.

5.4.2 Purpose

To promote effective leadership and decision-making, and enable the people recovering from an emergency to understand what is happening, take appropriate actions to protect themselves and engage in the regeneration of communities.

5.4.3 Requirements/Actions

As it is in response, the role of Public Information Management (PIM) is critical to recovery. This has been demonstrated clearly in Canterbury since September 2010 – there is an overwhelming need to ensure that PIM has a high priority and is well resourced.

The recovery arrangements for PIM within the Waikato CDEM Group are outlined within the Waikato CDEM Group PIM Plan (2011). In general, the plan provides for:

- Principles for PIM support for recovery at both group and local levels;
- Roles and responsibilities for PIM during recovery;
- General PIM principles during recovery; and
- Recovery information priorities.

The specific arrangements for PIM at the group and local levels are as follows.

5.4.3.1 Group:

PIM at the group level in support of the Group Recovery Office will be provided and co-ordinated by the Waikato CDEM group Duty Public Information Manager. The provision of staff to support the Group recovery Office will be provided by the Group Emergency Management Office along similar lines to the response phase.

It is anticipated that the Group Emergency Management Office will also provide support to local recovery efforts as required.

5.4.3.2 Local:

TAs should have their own area-specific PIM protocols and plans in place locally, and generally these are the basis for CDEM response and recovery. The specific local requirements for PIM during recovery are included within Local Recovery Plans. It should be noted that TA PIM arrangements need to take into account Waikato CDEM Group arrangements - the Waikato CDEM Group PIM Plan states that:

"....local TA PIM arrangements should not conflict with this overarching Group PIM plan, especially the PIM response matrix steps...."

5.4.4 Expectations

- Recovery Managers: to conduct PIM according to the principles contained within the Waikato CDEM Group PIM Plan and any local PIM arrangements.
- TAs: to develop local PIM arrangements for recovery that are compatible with the Waikato CDEM Group PIM Plan.

5.4.5 Links to relevant information

Ministry of CDEM Guidelines – Recovery and PIM

5.5 Community engagement

5.5.1 Definition

The process of engagement with communities both prior to and during recovery. An engaged community will be prepared and better able to absorb the effects of a disaster, reducing the impacts and aiding recovery.

5.5.2 Purpose

5.5.3 Requirements/Actions

The success of community engagement will depend upon the pre-existing relationships with communities. Experience from Waimakariri District Council shows that strong

community development programmes and linkages prior to CDEM events and recovery processes enable a more efficient and effective recovery process.

The process of community engagement has three parts – as identified within the Ministry of CDEM Best Practice Guide *"Community Engagement in the CDEM context"* [BPG 4/10], and shown in Figure 13.

Figure 13: Three steps to community engagement (from Community Engagement Guidelines)

5.5.4 Expectations

Local recovery managers are expected to provide the front-face of community engagement, since the capability and capacity of recovery is founded at the local level. With respect to community engagement, the Local Recovery Manager should:

- Utilise existing community contacts and processes to the maximum extent possible to facilitate recovery activities;
- Base community engagement on the guidance and principles outlined in Ministry of CDEM and lessons from Canterbury "best practice guidance", including:
  - *"Community engagement in the CDEM context"* (Ministry of CDEM, BPG 4/10);
  - *"Guidelines for Emergency Managers working with culturally and linguistically diverse communities"* (Ministry of CDEM, IS8/06)
  - Adopting a community development approach rather than a welfare approach. Community development is a proactive approach that aims to stop people "falling off the cliff".
- Provide "one-stop shops" for advice, information and assistance during the recovery period.

The Group Recovery Manager will co-ordinate support for the community engagement process as required.

5.6 Information management

5.6.1 Definition

The process for collection, storage and dissemination of recovery related information.

5.6.2 Purpose

To enable an accurate understanding of recovery issues and requirements, permanent storage and retrieval capability for information, facilitation of effective decision-making, and provision of recovery information for communities.

5.6.3 Requirements/Actions

The Ministry of CDEM Recovery Guidelines state that:

"Information management systems should exist before the emergency and will hold the pre event information. International experience shows that the best post-event information management systems are those that were operating pre-event. They are structured and resourced to be able to operate after the emergency, even if some functions and some information may be impaired through the loss of information and the loss of continued access to human resources.

A corollary is that business-critical pre-event information management systems need to be resilient to impacts from emergencies and should include:
- *Data and system backups*
- *Alternate recovery sites*
- *Alternate personnel."*

There may be a need for web-based recovery systems that can be used to liaise with key stakeholders and provide a community-friendly interface. This type of system was used with considerable success in Canterbury.

5.6.4 Expectations

At the group level, it is expected that existing information systems will be used during recovery, and that these systems will be the same systems that are used by the GECC. The Group Emergency Management Office is expected to provide staffing and resources on an on-going basis to support the Group Recovery office.

At the local level, it is expected that "business as usual" systems will be used and supported by TA staff.

5.7 Governance

5.7.1 Definition

Governance refers to the arrangements for decision-making during recovery.

5.7.2 Purpose

To confirm the recovery governance arrangements for the Waikato CDEM Group.

5.7.3 Requirements/Actions

The need to clarify recovery governance arrangements has been identified as an important pre-event requirement. There is a need to clarify the reporting and governance arrangements for both group and local recovery managers during readiness, response and the recovery activation process.

5.7.4 Expectations

Governance arrangements within the Waikato CDEM Group are as follows:

5.7.4.1 Group Recovery Manager:

- Readiness: reports to the Recovery Sub-group Chair of CEG. Decision-making on all operational aspects of readiness for recovery is the responsibility of CEG, while approval of the Group Recovery Plan is the responsibility of the Joint Committee
- Response phase: reports to the CEG Chair. Decision-making on all operational aspects during response is the responsibility of CEG, while approval of funding is the responsibility of the Joint Committee
- Recovery activation: reports to CEG Chair – the same as during response. Decision-making on all operational aspects during recovery activation is the responsibility of the Group Recovery Manager in consultation with CEG, while approval of funding is the responsibility of the Joint Committee.

5.7.4.2 Local Recovery Managers:

- Report to the TA CEO, Recovery Sub-committee or Council for readiness, response and recovery activation, depending upon the pre-event arrangements of the individual TA.

5.8 Reporting

5.8.1 Definition

Reporting is the process of regularly providing information on the status of recovery, emerging issues, actions taken and future requirements to stakeholders.

5.8.2 Purpose

The purpose of reporting is to maintain accountability and transparency, to keep the wider community informed, to gain support and assistance and to record an account of recovery efforts, including lessons identified.[33]

5.8.3 Requirements/Actions

Regular and thorough reporting of an emergency and of the recovery phases following an emergency, will enable the CDEM Group to justify actions taken and money spent to:

- The community affected by the emergency
- Ratepayers
- Taxpayers
- The general public through the media.[34]

A reporting system needs to cover the emergency from its beginning through to the final stages of recovery. Reporting systems must therefore be flexible, simple and succinct and have the necessary administrative assistance when required. As one type of reporting will not fit all situations, reporting systems can be adapted for a specific emergency.[35]

5.8.4 Expectations

The key people who will need to file regular reports[36] are the Controller (during response) and recovery managers (during response and recovery activation).[37]

Recovery managers will ensure that regular reporting is undertaken during recovery activation by:

- Defining the types of reports required for the event;
- Ensuring that reporting is based on reporting templates used during the response – such as SITREPs, and that reporting utilises CDEM reporting templates adapted for the recovery event;
- Developing a reporting timetable;
- Ensuring that regular finance reports are completed; and
- Ensuring that at minimum, the task groups report on the following[38]:
  - Social Environment
    - Safety and wellbeing
    - Health
    - Welfare
  - Economic Environment
    - Individual needs (microeconomic level)
    - Firms

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[33] Ministry of CDEM Recovery Guidelines, p. 39.
[34] MCDEM guidelines, p. 39.
[35] MCDEM guidelines, p. 39.
[36] Controller reports normally take the form of SITREPS during response.
[37] Adapted from MCDEM guidelines, p. 39.
[38] Adapted from MCDEM guidelines, p. 39.

- ▪ Infrastructure
- ▪ Central government (macroeconomic level)
- Built Environment
  - ▪ Residential
  - ▪ Commercial/industrial
  - ▪ Public buildings and assets
  - ▪ Lifeline utilities
- Rural environment
  - ▪ Social aspects – safety, health and welfare
  - ▪ Economic aspects
  - ▪ State of built environment
- Natural Environment
  - ▪ Amenity value
  - ▪ Waste and pollution management
  - ▪ Biodiversity and ecosystems
  - ▪ Natural resources

5.9   Financial arrangements

5.9.1   Definition

Financial arrangements are the collective arrangements agreed that apply to all recovery activities across the Waikato CDEM Group, which relate to recovery-related actions during readiness, response and recovery activation.

5.9.2   Purpose

To clarify and agree upon financial arrangements in advance of recovery activation, in order to facilitate readiness for recovery activation.

5.9.3   Requirements/Actions

Financial arrangements for recovery are outlined within section 8.6.4 of the CDEM Group plan. In summary these arrangements confirm:

- The Waikato CDEM Group charging policy for CDEM roles – including the Group Recovery Manager;
- The requirement for financial management during recovery and the importance of record-keeping;
- That the Group Recovery Manager has a role in recommending which costs could be met by the CDEM Group;
- That Government assistance claims will be made by the organisation incurring the expenditure or by the CDEM group where there are agreed CDEM Group costs; and
- The need to work within Part 10 of the National CDEM Plan and section 26 of the Guide to the National CDEM Plan.

5.9.4 Financial arrangements for Recovery Managers and Recovery Offices

5.9.4.1 Group Recovery Manager/Group Recovery Office

All readiness activities will be funded by the CDEM Group. Upon activation on the first day of response, all costs associated with the Group Recovery role will be borne by the CDEM Group, based on the Group Charging Policy.[39] This applies to activation of Group Recovery in support of a single TA or activation as the result of a significant event (more than one TA area). It is noted that activation in support of a TA will require a request for support from the TA, approval from the CEG Chair.

5.9.4.2 Local Recovery Manager/Local Recovery Office

All costs will be borne by the TA, regardless of whether the costs are associated with readiness, response or recovery activation actions.

5.9.4.3 Government financial assistance

Specific government financial support during or after a civil defence emergency is based on a range of mandates, criteria and triggers, which may be in statute, regulation or Cabinet decisions, or made by ministerial discretion. Cabinet will identify and approve the overall appropriate mix of government financial support to be provided.[40]

Sections 88 and 89 of Part 10 of the National Civil Defence Emergency Management Plan Order (2005) outline government financial support for civil defence emergencies, and principles for government financial support. Section 26.5[41] of the Guide to the National CDEM Plan (2006) provides a detailed explanation of government financial support in recovery.

Section 26 of the Guide to the National CDEM Plan should be referenced for all matters regarding Government financial assistance.

5.9.5 Expectations

Both local and group recovery managers must display the financial management skills and knowledge required to manage recovery finances.[42]

Group Recovery Managers are expected to have a clear understanding of the requirements for Government support, are able to provide support for local recovery managers and are able to co-ordinate Government support on behalf of multiple TAs.

Local Recovery managers are expected to have a clear understanding of the mechanisms within the TA available to support recovery, how these will be employed during recovery, and how these mechanisms integrate with organisational policies and plans.

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[39] See Waikato CDEM Group Plan 2011-2015, p. 50.
[40] Guide to the National CDEM Plan (2006), p. 1.
[41] Refer to pp. 6-13.
[42] See Competency Framework for Recovery, IP05, p. 18.

It is noted that support and assistance from Ministry of CDEM Regional Emergency Management Advisors will be of invaluable assistance to recovery managers.

5.10 Links to reduction

5.10.1 Definition

Risk reduction is the process of:

"*identifying and analysing long-term risks to human life and property from hazards; taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring.*"[43]

The 4R's process is circular as shown in the diagram in section 1 – the recovery process drives future risk reduction, and is an integral component of recovery.

5.10.2 Purpose

To outline the importance of reduction as a part of the recovery process, and provide guidance on how the linkages are achieved across the Waikato CDEM Group.

5.10.3 Requirements/Actions

Recovery from a disaster is most effective when planning for recovery is embedded within the remaining 3Rs of risk reduction, readiness and response. This process also promotes a holistic approach to recovery, which considers both the diversity of community needs pre event and the opportunities that exist post-event to reduce future hazards and their associated risks.

When a community is recovering from a disaster there are opportunities to reduce the risks from future events. For example, if buildings have been destroyed, opportunities exist to avoid building in the hazard-prone area, or to build in a way that better addresses the relevant risks. Similarly, if a community has suffered significant losses because of economic or social factors (such as a lack of insurance), assistance can include incentives to address their vulnerabilities[44].

Experience from the Canterbury earthquake recovery shows that in significant events, links to reduction are of high importance in securing both Government support and future insurance coverage.

Guidance on links to reduction both prior to and during recovery are outlined in the GNS "*Pre-event (land use) planning guidelines*".

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[43] National CDEM Strategy, 2007
[44] Ministry of CDEM recovery Guidelines, p. 5.

5.10.4 Expectations

Local recovery managers are expected to consider links to reduction as a part of developing local recovery plans. Pre-event planning should include identification of the possible consequences of significant events, and potential reduction measures that may be considered.

Local recovery managers are also expected to lead the interaction between stakeholders in reduction initiatives during recovery.

6   Transition from recovery

| Intro | Waikato CDEM Group context | Actions during readiness | Actions during response | Actions during recovery activation | **Transition from recovery** |

6.1   Introduction

The two components of "Transition from recovery" are shown in Figure 14 below:

Figure 14: The two components of "transition from recovery"

| Exit strategy | → | Debriefing and review |

Transition from recovery are those tasks required in order to ensure that recovery management has a defined end point, allows for transition of responsibilities to other agencies and allows for review - so that lessons learned are captured for the future.

6.2   Exit strategy

6.2.1   Definition

An exit strategy is a systematic plan to achieve co-ordinated withdrawal from a formal recovery process.

6.2.2   Purpose

To ensure a smooth transition from the end of the formal recovery phase to "business as usual" – where normal social and economic activity resumes.

6.2.3   Requirements/Actions

The recovery phase must have an end, and withdrawal of formal recovery structures from the impacted community must be planned and staged carefully.

Withdrawal of formal recovery assistance requires a handover of the activities to agencies who normally have the lead responsibility so they can undertake the required services. The exit strategy outlines the handover of responsibilities for the following:

- Group Recovery Manager;
- Recovery Office (administration);
- Task groups and sub-groups; and

- Public information, communications and planning and reporting.[45]

6.2.4 Expectations

The recovery manager is responsible for developing the exit strategy, and making sure that all agencies participating in recovery are aware of the implications, roles and responsibilities following the end of the formal recovery process.

The exit strategy should contain the following information[46]:

- *"Who": identification of which agencies are responsible for on-going actions;*
- *"Why": the rationale for ending formal recovery;*
- *"When": the date of the end of the formal recovery process;*
- *"Where": public notification of the transition, and what will happen in the future; and*
- *"What": achievements during the formal recovery phase, handover arrangements and on-going issues.*

6.2.5 Links to relevant information

Possible components of an exit strategy, Ministry of CDEM Recovery Guidelines, Part 9, pp. 54-55.

6.3 Debriefing and review

6.3.1 Definition

Debriefing and review is a comprehensive evaluation of all the components of the recovery process, designed to allow for both personal and organisational improvement.

6.3.2 Purpose

The aim of debriefing and review is for recovery staff and stakeholders to communicate their experiences of the recovery process, so that lessons can be identified. Recovery plans and arrangements can then be modified to reflect lessons identified and best practice, and therefore improve the organisation's ability to respond in future recovery situations.[47]

6.3.3 Requirements/Actions

Pre-event planning is required to ensure that debriefing and review is undertaken.

Post-event activity will include the preparation of reports, undertaking organisational debriefs and reviewing plans and arrangements. It is also important post-event to ensure staff feel supported and valued as they contribute to the response and/or recovery activities. As well as providing organisational debriefing opportunities for the agencies

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[45] Ministry of CDEM Guidelines, Part 9, p. 53.
[46] Refer Ministry of CDEM Recovery Guidelines, Part 9, p. 53.
[47] Adapted from Ministry of CDEM Organisational Debriefing Guidelines, p. 4.

involved, community needs for debriefing should also be considered. This may take the form of public meetings, focus groups or other community meetings to discuss what lessons community members have identified from the recovery process.[48]

6.3.4   Expectations

Debriefing and review should be completed in accordance with the Ministry of CDEM Organisation Debriefing Guidelines (2005). It is anticipated that the primary forms of debriefs required will be multi-agency and community, due to the number of agencies and people involved in the recovery process.

Recovery managers should ensure that:

- Pre-event arrangements for debriefing and review are in place prior to recovery – usually via recovery plans;
- Following recovery, appropriate organisational debriefs are held that include all agencies involved; and
- A full review of plans and arrangements is undertaken following debriefing and review.

6.3.5   Links to relevant information

Ministry of CDEM Organisational Debriefing Guidelines, Information for the CDEM Sector [IS6/05]

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[48] Adapted from Ministry of CDEM Recovery Guidelines, Part 8, p. 50.

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