

9 RECOVERY ARRANGEMENTS

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9.1 Introduction

9.1.1 Definition

CDEM Recovery is a developmental and remedial process with the main objective of efficiently organising available resources to restore communities to the point where normal social and economic activities resume. It therefore encompasses the following activities:

- Minimising the escalation of the consequences of the emergency
- Rehabilitating the emotional, social and physical well-being of individuals within communities
- Taking opportunities to adapt to meet the physical, environmental, economic and psychological future needs
- Reducing future exposure to hazards and their associated risks.

More formally, recovery is defined as:

“The coordinated efforts and processes to effect the immediate, medium and long-term holistic regeneration of a community following a disaster”. (*Recovery Management – Directors Guidelines for CDEM Groups (DGL 4/05)*)

9.1.2 Other CDEM Documents relating to Recovery

Goal 4 of the National CDEM Strategy 2003 – 2006 has two objectives for recovery.

- Objective A: Implement effective recovery planning and activities for the physical impacts of disasters.
- Objective B: Implement effective recovery planning and activities for the social and economic impacts of disasters.

Recovery Activities as defined in the CDEM Act 2002 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; and
- The co-ordination of resources made available to the community; and
- Actions relating to community rehabilitation and restoration; and
- New measures to reduce hazards and risks

9.1.3 Absence of Statutory Powers during Recovery

During a declared state of emergency the Controller has statutory powers available, under the CDEM Act, to help achieve necessary tasks within that phase. These powers can also be used during that same time to help with Recovery tasks. However, once the declared state of emergency has been terminated, there are no such statutory powers available to help with the recovery activity. In the absence of statutory powers the recovery phase relies predominantly on the collaboration and active cooperation of the agencies and individuals involved.

9.1.4 Issues Typically Associated with Recovery

Following any significant emergency there will be a number of issues that will influence the recovery of the community and its infrastructure. Recovery preparations and actions need to be smart and flexible enough to cope with any number or mix of these issues. Major issues and questions that could arise are listed below. Some of these issues can be addressed in this Section and in the associated Recovery Plans.

Other issues need to be addressed by other processes or systems – e.g., provisions within a City or District Plan to deal with the re-occupation (or retirement) of marginal lands after an event that damages them. The list below should prompt consideration of these issues.

Issues that arise during Recovery could include the following:

- Acceleration of pre-event economic trends – will the community continue to prosper or regress?
- Prioritisation (domestic vs. commercial vs. agricultural) – population density is likely to capture and determine prioritisation
- Re-occupation of marginal lands – quality of data and analysis provided to the decision-makers will be crucial
- Consenting processes – will normal processes be adequate in the circumstances; if not what can be done about it?
- Prolonged welfare assistance
- Political will to accord special funding
- Insurance issues
- Difference of expectations between central, regional and local government
- Recovery - to what level of service?
 - Is it affordable?
 - Is it a priority?
 - Is it compliant with law e.g., CDEM Act, Local Government Act, RMA?
- Determining who pays
- Environmental impact in the short and long term.

9.2 Recovery Principles

The principles of recovery are:

- Recovery activities should start when the emergency response is still in progress. Key decisions made during the Response phase are likely to directly influence and shape Recovery. Recovery management personnel and procedures should be put in place as soon as possible during the response to an emergency.
- Recovery should not just aim at recreating the past, but creating the future. Opportunities to reduce vulnerability to future hazard events will be sought and implemented during Recovery.
- Recovery activities are most effective when they are undertaken in conjunction with and supported by consultation with the affected communities.
- Early and systematic acquisition of impact assessment information is crucial to effective Recovery efforts.
- The time-frames for Recovery are likely to be long, 3-10 years or more after a major event. At other times they may be quite short.
- Recovery ranges from large scale community planning to individual assistance.
- Recovery involves agencies that do not generally have any direct involvement with CDEM and requires the input of a diverse range of expertise and skills.

9.3 Recovery Priorities

The priorities to be followed in Recovery are (not necessarily in this order):

- **Safety of Individuals:** The safety and health of all people remaining in the affected area of the emergency
- **Social Recovery:** Restoration of the community's material and social needs – food and accommodation, together with psychological, emotional and physical health and well being
- **Economic Recovery:** Facilitation of economic recovery that gives the community the tools needed to commence their own economic recovery
- **Natural Environment Recovery:** Repair of damage to the natural environment, including strategies to remove or reduce the risk of future damage.
- **Built Environment Recovery:** Restoration of critical infrastructure, buildings, road access, and lifeline utilities. Recovery of these physical items must be based on long term strategies adopting mitigation measures that prevent or reduce the likelihood and consequences of future emergencies. Thus they link back to Reduction planning.

9.4 Relative Roles of Group and Local¹ Recovery Organisations

***Note:** The paragraphs below are written in the context of there being no declared state of emergency in place – i.e. if there was one, it has been terminated. The absence of a declaration is particularly relevant to the context where the paragraphs describe a particular role as having or needing some authority. Other than that much of what is said below is relevant whether a declaration is in place is not. The paragraphs are written in a Modus Operandi style to provide some typical expected context for the more prescriptive sub-sections that follow.*

The duration and scale of Recovery after an emergency will depend largely on the level and size of the event. As already mentioned, success in the recovery phase relies predominantly on the collaboration of the agencies and individuals involved. Relationships that will be important during Recovery should already have been established during the Response phase.

Later sub-sections introduce organisational elements that aim to achieve effective collaboration, information gathering/sharing and decision making. These concepts include - at both Group and Local levels - the roles of Recovery Managers, Recovery Management Teams, and Task Groups. The Task Groups cover the four environments referred to in 9.3 above i.e. Social, Economic, Natural and Built Environments.

As a general principle, recovery activities anywhere in the Group area will be led, coordinated, planned and resolved at the lowest possible level, i.e. Local before Group. However, any Recovery activity occurring within the Group area will at least be monitored at the Group level.

For an emergency affecting only one Local area total responsibility for all Recovery activities will in the first instance rest with that Local Recovery Manager and Local Recovery Management Team. The Group Recovery Manager will establish some liaison from the beginning. This will increase once the Local area requests assistance, support, and resources beyond those normally available to them, or where it is self evident that local resources are insufficient to meet local Recovery needs. In this context 'normally available' includes existing contract and resource sharing arrangements from outside the Local area boundaries. The principal role of Group is to provide assistance where it is needed. The Group Recovery Manager or Team will work to find the necessary extra resources for the Local area, unless it is simpler or more appropriate for the Local Recovery Management Team to do this themselves.

For an emergency affecting more than one Local area liaison with Group will become more important, with the detail determined by the nature of the event. The Local Recovery Management Team will continue to accord Recovery priorities and to coordinate/deliver the Recovery activity within its own area. In the first instance, Local Recovery Management Teams will utilise the resources available in their own Local areas, including the use of existing contract and resource sharing arrangements from outside the Local area boundary. Nevertheless, in a more

¹ The term 'Local' used in this section, when referring to an area, means an area defined the boundaries of a territorial authority. When the term 'Local' is referring to activities it is referring to activities in that same area, but to all types of Recovery activities, not just those of the territorial authority. Where the context requires it the term 'Local' also refers to ECan's involvement in Recovery, as described in 9.4.7.

serious event competition for outside resources can be expected. A key role of Group will be to find extra resources and to allocate them to situations of need. To assist the necessary co-ordination of resources Local Recovery Teams will keep Group informed of all efforts to seek outside resources through 'normally available own channels', and all requests for resources beyond the 'normally available' will be made through Group.

For local areas of competing need within the Group area, the allocation of external resources beyond those "normally available" and requested through the Group, will be determined by the Group Recovery Manager and the Group Recovery Management Team, after consulting with affected Local Recovery Managers. The result of this consultation may be consensus; equally it may not be, and where necessary the final decision will rest with the Group Recovery Manager.

A further difficult situation may arise when, because of perceived relative needs within the Group area, it seems desirable to have the resources of one affected Local area transferred to assist the recovery of another affected Local area that is assessed to be in greater need. In this situation there is no authority for the Group Recovery Manager or Management Team to make a directive; rather, the result will be the best that can be achieved through consultation and negotiation.

9.4.2 Role of the CDEM Group in Recovery

The CDEM Group has a statutory responsibility to carry out recovery activities under the CDEM Act s17 (1)(e). However, this responsibility is not accompanied by any statutory powers if no declaration of a state of emergency has occurred or if such a declaration has been terminated. The CDEM Group exercises its responsibilities through the CDEM Group Joint Committee.

9.4.3 The CDEM Group Joint Committee:

- Will appoint a Group Recovery Manager and will appoint alternates and will document this in the Group Recovery Plan;
- Will give authority to the Group Recovery Manager to make the decisions required by this Plan (see 9.4.4 below)
- Will appoint a Group Recovery Facilitator when necessary during emergencies. This may happen directly or by way of ratifying an appointment already made by the Group Controller in consultation with the Group Recovery Manager
- Will ensure that a Group Recovery Plan is produced and kept up to date

9.4.4 The Group Recovery Manager will:

- Establish a multi-agency Group Recovery Management Team with particular focus on key recovery issues;
- Provide leadership, advice and support to Local and Group recovery personnel;
- Regularly communicate with affected Local Recovery Managers, with Central Government departments and agencies, and other service providers;
- Support Recovery activities in Local areas, provide co-ordination of cross boundary activities where appropriate, and where necessary make determinations regarding allocation of outside resources.

9.4.5 Role of Territorial Authorities in Recovery

Territorial Authorities also have a responsibility to carry out Recovery activities under the CDEM Act. These authorities may form their own local committee of elected members to help achieve this. The Territorial Authorities, individually or in partnership with other Territorial Authorities will:

- Appoint a Local Recovery Manager and alternates and document this in their Local CDEM Arrangements.
- Appoint a Local Recovery Facilitator when necessary during emergencies
- Ensure that a Local Recovery Plan is produced and kept up to date

9.4.6 The Local Recovery Manager will:

- Establish a multi-agency Local Recovery Management Team to facilitate recovery;
- Ensure that those recovery matters specifically applicable to their area are fully documented in their Local CDEM Arrangements. These matters must be consistent with this Section 9 and the Group Recovery Plan.
- Maintain effective working relationships with agencies that will be involved in the Recovery phase.
- Work with the Group Recovery Manager and his/her Management Team where coordination between other Local areas within the Group area is required.

9.4.7 Role of the Canterbury Regional Council (ECan) in Recovery

ECan also has a responsibility to carry out Recovery activities under the CDEM Act. As the ECan area of responsibility extends over the entire CDEM Group area they will need to plan and coordinate their Recovery activities in conjunction with the Recovery planning of all affected Territorial Authorities as well as the Group Recovery Manager. ECan will:

- Appoint an ECan Recovery Manager and alternates and document this in ECan's Local CDEM Arrangements.
- Appoint an ECan Recovery Facilitator when necessary during emergencies
- Ensure that an ECan Recovery Plan is produced and kept up to date

In almost every emergency the ECan Recovery Manager will be an essential member of the Group Recovery Management Team and will need to work extremely closely with the Group Recovery Manager.

9.4.8 Role of the Group Emergency Management Office in Recovery

The Group Emergency Management Office (EMO) provides support to the Group Recovery Manager and Management Team between events and maintains ongoing working relationships with many of the organisations or individuals who will play key roles in any significant recovery activities. As the EMO provides the nucleus of professional emergency management staff to the Group Emergency Coordination Centre (ECC), the EMO will have been actively involved in the coordination of any emergency that results in the need for coordinated recovery efforts, and is in a position to provide a degree of continuity from Response to Recovery that would otherwise be difficult to achieve.

9.5 Recovery Management & Coordination Roles (see also 9.12 for Organisational Structure Diagrams)

There are several potential positions that may be activated or created to manage Recovery activities. Appointments able to be made are:

- Group Recovery Manager: Responsible for support of Local Recovery Managers, coordination and management of cross boundary activities where appropriate, and where necessary the allocation of outside resources to Local areas.
- Local Recovery Managers: Responsible for the coordination and management of the recovery phase within a particular Local area.
- A Group or Local Recovery Facilitator may be appointed to provide continuity of coordination and/or particular knowledge/experience/skill sets unable to be provided by the pre-appointed Recovery Manager. A Recovery Facilitator would assume the event specific recovery functions of the pre-appointed Recovery Manager for the duration of their appointment.

If circumstances warrant it a Recovery Co-ordinator may be appointed by the Minister of CDEM under the provisions of the CDEM Act s29 (see 9.7 below).

As soon as practical during an emergency, a meeting of selected personnel forming the **Recovery Management Team (RMT)** is to be convened at Local and/or Group level to review the situation. The function of the RMT is to assess the impact of the emergency within the relevant area and to establish priorities for recovery to 'near normality' as soon as practicable. As a minimum the RMT will comprise the Recovery Manager plus representatives of the four environments – Social, Economic, Built and Natural Environment. Based on the CDEM Director's Guidelines for Recovery Management these four environments form the generic recovery structure, depicted below.

During the response phase (or recovery phase if not formed earlier), and reflecting the generic recovery structure, **Task Groups** are formed, reporting to the Recovery Manager. These task groups provide links into all sectors of the community including central and local government agencies.

The extent and set up of each Task Group will vary to match the needs of the particular emergency. Depending on the scale of the emergency separate subtask groups may be established. Local Task Groups can be expected to operate at a more detailed level than those set up at Group level. While the **rural sector** would be represented in some if not all of the Task Groups the significance of this sector in parts of the Group area may merit a specific liaison committee, which would integrate across all Task Group interests. Depending upon circumstances it may even warrant a Task group of its own.

Task Groups	Social Environment	Economic Environment	Natural Environment	Built Environment
Subtask Groups	Safety & Wellbeing	Individuals	Natural Resources	Residential Housing
	Health	Businesses	Waste Pollution	Commercial / Industrial Property
	Welfare	Infrastructure	Amenity Values	Public Building & Assets
		Government	Biodiversity & Ecosystems	Rural Farmland
				Lifeline Utilities

9.6 Community Involvement

Community involvement is an important aspect of Recovery. It is the means whereby those directly affected by the event help rebuild their own facilities and services. Community involvement provides a framework for re-establishing the economic, social, emotional and physical well-being of the affected population.

The benefit of using community resources is twofold. Firstly, local agencies know the community make-up and requirements better than any outside organisation. Secondly, affected people have an inherent need to rebuild. Using this resource wisely can lead to a stronger, more resilient and united community. However, best use of this resource requires detailed planning.

9.7 Liaison with Government Agencies, and other Resources

9.7.1 Ministry of Civil Defence and Emergency Management

During major events liaison with central government is an essential element of the Group Recovery Manager's role. This liaison is via the Group Controller during the Response phase and via MCDEM during Recovery. Liaison with a National Recovery Manager (if appointed) is also paramount.

Contact between Local Recovery Managers and MCDEM is generally carried out through the Group Recovery Manager. There may be a direct link in events involving just one Local area.

9.7.2 Central Government Agencies

Most central government involvement and assistance during the Recovery phase is delivered through a variety of established government agencies such as Work and

Income, Child Youth and Family, District Health Boards and Housing NZ Corporation. In the structure envisaged for Recovery this would be through the Task Groups and, typically, this should run sufficiently well at the Local level. If further assistance is required, or if co-ordination is required beyond that available within the Local Task Groups, this will be provided by the Group Recovery Manager working as appropriate with MCDEM.

Regardless of central government involvement primary responsibility for Recovery remains at the Local level.

Note: Typically, MCDEM will lead central government's response to Recovery. The exception will be an emergency that has a large agricultural impact, a situation where the Ministry of Agriculture and Forestry (MAF) will lead.

9.7.3 Government Appointed Co-ordinator

Where the Minister of CDEM is satisfied that a CDEM Group is, or is likely to be, unable to ensure the effective carrying out of recovery activities in its area, a **Recovery Co-ordinator** may be appointed under section 29 of the Act. The Recovery Co-ordinator is responsible to and funded by the Director of CDEM. The prime function of the Recovery Co-ordinator is to co-ordinate the work of agencies in the area of the emergency and to ensure that central government assistance and actions are properly coordinated. Where a Recovery Co-ordinator is appointed the Group and Local Recovery Managers will work in conjunction with this person. When the appointment of the Recovery Co-ordinator is terminated, the Group and Local Recovery Managers will continue their roles to ensure that the co-ordination of recovery activities continues until completion.

9.8 *Transition from Response*

Recovery starts from the time of impact and while response activities are still in progress. It is important that the Recovery Manager assumes the role at the earliest opportunity, as key decisions taken during the Response phase are likely to directly influence and shape Recovery.

The Recovery phase of the emergency management process gains emphasis when the Response phase ends by the Controller formally handing over to the Recovery Manager. If a state of emergency has been declared this would usually coincide with the termination of the declaration.

During the Response phase, many of the agencies with significant Recovery roles are already heavily committed. Consequently, the Recovery Manager needs to be involved in key Response conferences and briefings in order for them to:

- Align response and recovery priorities;
- Connect with key agencies;
- Understand key impacts and tasks;
- Identify recovery requirements and priorities as early as possible.

The Group Controller, in consultation with the Group Recovery Manager, may appoint a Recovery Facilitator on a short term basis.

A Recovery Action Plan is an essential component of the process for transition to Recovery.

9.9 Recovery Management Office

The Group or Local Emergency Management Office should provide for the establishment of the Recovery Manager's Office to carry out all necessary functions.

9.10 Recovery Manager's Key Tasks and Responsibilities

The Recovery Manager has a number of tasks to carry out, in all phases of emergency management – Reduction, Readiness, Response, and Recovery. Key tasks during Recovery, reflecting the nature of the particular event and the priorities outlined in 9.3 above, and reflecting the roles outlined in 9.4 to 9.8 above, will typically include the following:

- Managing the transition from Response coordination to Recovery coordination.
- Establish and manage a Recovery Management Team, including Task Groups; setting up a management structure for coordinating community and agency involvement
- Completing and implementing the Recovery Action Plan
- Impact assessment particularly at the Local level, assessing Recovery requirements, setting priorities
- Facilitation of Central Government involvement through applicable channels.
- Public information.
- Financial management and management of aid.
- Managing the use of government subsidised employment schemes such as Task Force Green.
- Reporting and debriefing.
- Planning and implementing a managed withdrawal.

9.11 Content of Group Recovery Plan and Local Arrangements

Any Group Recovery Plan produced, and the Recovery component within any Local CDEM Arrangements (including ECan's), are expected to make plans to deal with the requirements of the headings above, and also to deal with such issues as reporting, impact assessment, financial management, government subsidised employment schemes, public information and communication, and managed withdrawal. The following key points are made about these further headings:

9.11.1 Reporting

A reporting system needs to cover the emergency from its beginning through to the final stages of recovery. The reporting needs to be regular and thorough.

9.11.2 Impact Assessment

The quality of the recovery process depends on the quality and timeliness of impact assessment, which will determine the allocation of resources and concentration of recovery effort. Data collection will begin during the immediate Response phase of an emergency, and will continue during Recovery. This is predominantly a role undertaken at the Local level. The Group Recovery Manager however should be consulted in the planning of this activity to ensure he/she has no specific information requirements.

9.11.3 Financial Management

There are currently no financial delegations in place for the Group Recovery Manager. It is proposed that delegations be sought for the position, similar to those for the Group Controller. Each Territorial Authority and ECan should arrange appropriate financial delegations for their Recovery Manager.

Any claims for reimbursement of costs from Central Government are to be submitted through the Group EMO as per section 3.8.7 of the CDEM Group Plan.

9.11.4 Management of Aid

Financial assistance is the preferred source of aid. Mayoral Relief Funds and/or a Group Relief Fund should be activated during the Response phase to collect and distribute this aid.

Any international assistance provided will be arranged through MCDEM. This will be done in close consultation with both the Group Recovery Manager and affected Local Recovery Manager.

9.11.5 Government Subsidised Employment Schemes

Part of the Government assistance can be the provision of a subsidised employment scheme such as Task Force Green labour force to assist in the clean up and recovery of an event.

A decision on who will be responsible for paying the wages of staff employed in supervisory roles and for what duration needs to be clarified with Work and Income before any Task Force Green labour force programme is implemented.

9.11.6 Public Information and Communication

Effective information management is paramount in rebuilding community confidence. It must be well planned prior to, and well managed throughout all stages of, an emergency.

9.11.7 Managed Withdrawal

The Recovery phase must have an end. Organisational arrangements must be wound down and responsibility for completion of outstanding tasks and actions assigned and acknowledged. Withdrawal of formal recovery structures from the impacted community must be planned and staged.

9.12 Outline Recovery Structure

An effective administration structure, which provides for communication within and between the recovery organisation and any committees/working groups formed, is essential for coordinating tasks and rebuilding community confidence.

Possible outline recovery structures, at both Group and Local levels, are shown below. Exactly what structure is adopted for a particular event will depend upon the nature and severity of the event.

Figure 9.1

GROUP RECOVERY MANAGEMENT STRUCTURE

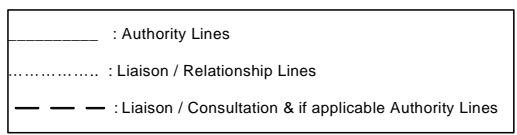
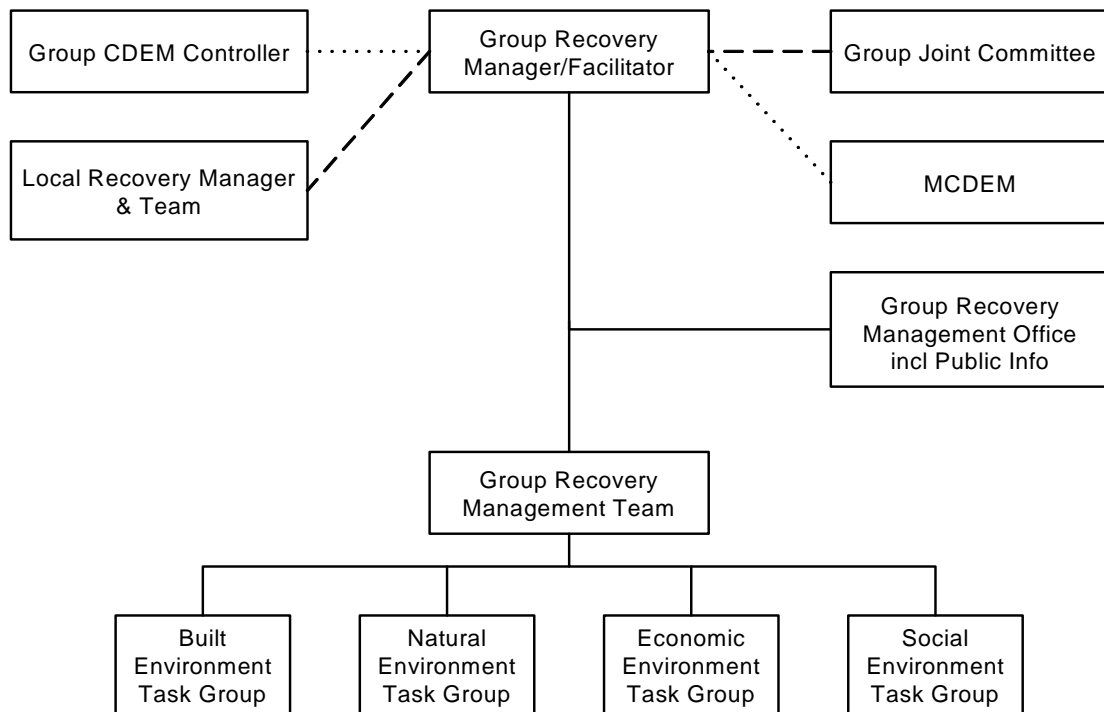


Figure 9.2

LOCAL RECOVERY MANAGEMENT STRUCTURE

