

Recovery Section

INTRODUCTION

Recovery means the coordinated efforts and process used to bring about the immediate, medium-term and long-term holistic regeneration of a community following a civil defence emergency.

The recovery section within the Plan relates directly to Goal Four of the National CDEM Strategy:

"Enhancing New Zealand's capability to recover from civil defence emergencies"

Recovery is a key part of the comprehensive approach to CDEM. Effective recovery planning contributes to establishing recovery functions and arrangements prior to a civil defence emergency.

Good recovery planning can increase the speed by which communities can resume daily activities. Communities that can restore the everyday functions of life, with people returning to their homes, businesses reopening and children going back to school, will recover more quickly. The importance of reducing the long-term consequences of emergencies through sound recovery planning cannot be overstated.

The Recovery section in the Group Plan provides an overview only as the Group Recovery Plan provides the detail of the activity.

PURPOSE OF THE RECOVERY SECTION

Provide guidance for the CDEM Group on the planning arrangements, frameworks, structures, responsibilities and processes that may be implemented by the sector and other stakeholders in order to help the community to recover from an event.

RECOVERY OBJECTIVE

To ensure recovery planning and procedures are implemented appropriately to provide an effective and co-ordinated recovery from an emergency.

The main components of recovery are:

- ▶ Minimizing the escalation of the consequences of disaster.
- ▶ Rehabilitating the emotional, social and physical wellbeing of individuals within communities.
- ▶ Taking the opportunities to adapt to meet the physical, environmental, economic and psychosocial future needs.
- ▶ Reducing future exposure to hazards and their associated risks.

The level at which recovery will be pitched will depend on the scale of the disaster. If the recovery is seen to be beyond the capabilities of the Gisborne CDEM Group, Central Government will appoint a Disaster Recovery Co-ordinator or Facilitator. If the Group is able to manage the recovery it will be managed by the Group appointed Recovery Manager (RM). The RM and alternate are permanent appointments and they are named in annex j of this Plan.

The main role of the Co-ordinator or the Manager is to provide a co-ordinating focus for all the different agencies that will be involved in the recovery of the Community.

The Group Recovery Plan contains the detail of the recovery process.

The RM must ensure the community views are gained and taken into account during the process. The final decision on the 'level' of recovery however will remain with the CDEM Group.

Guidelines for the process are detailed below. The intention of the guidelines is not only to identify the structure by which the Group will facilitate recovery but require all those affected to look at the impact and ask whether reinstatement to the same level is appropriate.

RECOVERY PRINCIPLES

The Gisborne CDEM Group has adopted the following as their recovery priorities:

- ▶ Safety of People, for recovery this is generally the continuation of emergency welfare measures, public health and sanitation.
- ▶ Social Recovery, this will involve physical needs such as housing, transport, food and water. It will also involve the psychological needs of the community, which are often over looked after an event.
- ▶ Economic Recovery, recovery may be complex and time consuming. Destruction of the economic infrastructure will mean incomes within the affected area will be reduced, further compounding the effects of the disaster.
- ▶ Significant physical recovery, which must be in conformity with long term needs will be completed as part of the social and economic restoration programmes.

In addition the CEG should pre event ensure that:

- ▶ Liaison takes place between recovery agencies.
- ▶ There is debate in communities about post-event reduction activities.
- ▶ Ensuring there is a mechanism in place for communities to have input into the recovery process.
- ▶ The development of processes, including the issuing of consents, for identified functions, e.g. disposal of 'waste' and carcasses.

As a general principle that is followed in all aspects of civil defence, where practical, all services and resources, including Taskforce Green workers, required by the recovery team should be sourced locally. Cash donations should also be encouraged rather than goods to replace those lost by disaster victims.

A key point from recovery workshoping stressed the importance of making every effort to keep school children and their teachers together if a school has to be reopened in a temporary location while their own school is reinstated.

Management Functions

The Co-ordinating Executive Group (CEG) will oversee the recovery process for the Group. The Recovery Manager will report to CEG who will facilitate any conflict between the public and private sector recovery, and set priorities of tasks to satisfy the Group priorities.

To achieve the Group priorities the Recovery Manager and/or the Recovery Co-ordinator will need to ensure the following happens:

Co-ordination

- ▶ Report to central government by the way of the Recovery Situation Report.
- ▶ The establishment of a 'one stop shop'.
- ▶ Information/media management.
- ▶ Providing an overview and advice to the recovery management process.
- ▶ Providing for direct community input into recovery.

Reconstruction

Priorities for this will include:

- ▶ Utilities - transportation systems (roads), water, sewage, power, communications, community & education services.
- ▶ Housing - both short and long-term.
- ▶ Industry – both short and long-term, will also need to be linked to economic recovery of the district and also to resources needed for the recovery.

Rehabilitation

Addressing the repair of the community's psycho-social shock. This can be done through one to one or group counselling sessions, plus careful use of the media to report accurately the progress of the recovery.

Record Keeping

Accurate records will need to be kept for financial reasons and for later research i.e. mitigation (risk reduction).

Labour

Any labour required will come from the Taskforce Green Scheme or individuals that will be 'employed'. No voluntary labour will be used except where private individuals make their own arrangements. E.g. use of farm labourers from outside the district. The CDEM Group will take no responsibility for these 'unofficial' arrangements.

Media:

As with the declared phase of an emergency information will be released centrally, with the approval of the Recovery Manager, except that significant issues such as non-restoration will require the approval of the CDEM Group. The Civil Defence Media Team that operates during the declared phase will, where practical, form part of the Recovery Managers management team.

To assist with CEG and RM manage the recovery process a number of task groups will be established. The chairpersons of each task group (not already on it) will be co-opted onto CEG for the duration of the process. The task groups are:

| | |
|------------------------|---|
| Welfare: | CDEMO/District Welfare Manager |
| Housing: | Representative of Housing NZ |
| Health: | Medical Officer of Health |
| Infrastructure: | Manager Engineering and Works (GDC) |
| Farming: | Rural Support Trust Trustee |
| Business: | Representative of the Chamber of Commerce |

If necessary the chairpersons of these task groups can meet separately from CEG as an executive committee to 'sort out' minor day to day issues.

DISASTER RELIEF FUND

If the need for a relief fund is confirmed, then the CDEM Group activate the Trust it has permanently established for the purpose of assisting those that cannot get assistance from other sources and register up to five elected trustees and two community representatives to manage the claims process.

Care must be taken when advertising for donations to make it clear that any surplus funds will be invested for the use in future events.

EMERGENCY EXPENDITURE

Funding arrangement for emergencies:

Emergency Expenses

Costs for managing the needs of evacuees are fully refunded for both non-declared and declared events. (These costs now include delivery of essential supplies to isolated families.) They are either refunded through a process managed by MCD&EM or paid for directly by MSD.

Other civil defence expenditure directly related to the management of the emergency can also be claimed after meeting an excess requirement.

The Council has taken a \$500,000 insurance policy to cover part of this. The Council is liable for a sum equivalent to 0.0075% of its Net Equalised Rateable Capital Value, plus 40% of all costs above that.

During the Recovery Phase

The Government may assist local government with the restoration of its assets with a 60% contribution once 0.0075% of the Net Equalised Capital Value threshold has been passed i.e. the same as for the response. These expenses are added to the costs incurred in the response phase so the excess does not have to be met twice.

Emergency Contingency Funds

The Council also has a civil defence emergency reserve fund to help cover any shortfall. At the time of this Plans approval it was just over \$400,000 increasing by around \$35,000 per year. Council maintains an emergency works fund for road damage.

The Council is a member of the Local Authority Protection Programme (LAPP). This is a self-insurance scheme to cover the costs on essential non-insurable infrastructural assets.

RECOVERY GUIDELINES

The recovery process will be managed by the Co-ordinating Executive Group (CEG). The CEG will provide the link between the two recovery streams and provide overall management and establish priorities for the restoration process. The two recovery streams are – Public Asset Recovery, which will deal with council infrastructure and the Community Sector Recovery.

The Community Sector Recovery will include 'ever thing else', e.g. private individuals, business, infrastructure owners, rural interests, non government organisations and volunteer groups who play a significant role in the 'health' of the district.

The aim of any recovery effort is to at least return to what was 'there' before. But in doing this the following two criteria must be applied:

- ▶ Is there a way to make it better or safer?
- ▶ Is recovery the best option or should relocation and/or abandonment be considered?

Public Asset Recovery

Will be facilitated by the Manager of Engineering and Works and will consist of representatives of each of the council assets. The Manager of E&W will take direction from the CEG as long as those directions do not conflict with the instruction issued by the CEO of the Council. Key decisions will revolve around the level of service to reinstate to and compliance with the LTCCP. Any changes to existing levels of service will either require variations to the Combined Regional Land & District Plan or a Special Consultative Process.

Community Sector Recovery

The RM will take direction from the CEG. The RM will facilitate the sector recovery assisted by those shown on the Recovery Guidelines Flow Chart. Though the list is not definitive as others may be co-opted as required. Their role is to assist those affected to overcome impediments to the recovery process. This could consist of:

- ▶ Speeding up the consent process.
- ▶ Expediting the insurance process.
- ▶ Seeking alternative funding.
- ▶ Facilitating emergency funding.
- ▶ Facilitating support from local and central government.

The RM must ensure the community views are gained and taken into account during the process. Where appropriate holistic community consultation should take place and be as robust as possible and take into account any cultural issues/concerns. The final decision on the 'level' of recovery however will remain with the CDEM Group on recommendation from the CEG.

There is a principle that suggests at risk communities should be consulted as to the level of recovery to be achieved prior to an event. Unless it becomes apparent that this option is unavoidable or the community requests it the Group will not adopt this as a general principle because of the perceived negative impacts.

Any decisions must conform to the Building Act 2004, Health Act 1956, Combined Regional Land & District Plan and Insurance – (EQC & Private) requirements. Existing use rights cannot be changed, except that a building consent can be refused on the grounds that under Section 36 (1) it 'makes the hazard worse' or under Section 64 where there is a clear danger to the building that it is not designed for. In most cases a consent can be issued with a section 36 attached.

A variation to the Combined Regional Land & District Plan can be done to control new development or change the zoning of an area because of changes to the hazard.

- ▶ During the assessment process, if it becomes apparent that return times or the hazards impact has worsened the following steps must be followed:
- ▶ Notify the landowner in writing.
- ▶ Consider issuing a Section 36 if a consent is applied for, (a Section 36 can only be applied if a consent is requested, existing use rights do not allow the application otherwise).
- ▶ If the landowner reinstates the property without a consent and fails to recognise the change to the hazards 'status' then they should be given a letter warning them of the consequences. An attempt should be made to get a signed response, but in any event all correspondence concerning the issue should be attached to the property file for future LIM information.
- ▶ If the reinstated property no longer complies with the Building Act then both committees will have available to them inputs from a group of technical 'experts' to assist with advice on a variety of issues to do with the hazards and their management.

The decision on what level of recovery will be allowed is governed by a number of criteria. The Committees must take these into account when considering reinstatement.

GENERAL RULES

- ▶ Follow the rules on decision making as provided for in the Local Government Act 2002 (LGA), the Councils Policy on Significance and the Long Term Council Community Plan (LTCCP).
- ▶ Funding Issues:
 - Central Government involvement.
 - Local issues.
 - Check there are no prior arrangements.
- ▶ Decision making is based on the four community well-beings which must also provide for future generations:
 - Social.
 - Economic.
 - Environmental.
 - Cultural.
- ▶ If the decision is not contained in the LTCCP or it is deemed to be significant then there will be a need to institute a Special Consultative Process:
- ▶ When considering external council recovery issues the following have a critical impact on the process:
 - Building Act 1999.

- Health Act 1956.
- Combined Regional Land & District Plan.
- Insurance – EQC & Private.
- ▶ When considering internal council recovery issues the following are critical to the process:
 - Local Government Act 2002.
 - Insurance/LAPP Scheme.
 - Regional Land and District Plan.

EVENT SPECIFIC RULES

- ▶ Is this covered in the LTCCP?
- ▶ Has this incident exceeded design levels?
- ▶ Has this 'property/asset' been affected before by a similar event?
- ▶ Is the event increasing in impact or has it shorter return times?
- ▶ Will allowing reinstatement contradict the community well-being requirements?

RECOVERY GUIDELINES FLOWCHART

Co-ordinating Executive Group - Provide Overall Management and Priorities

