Tairāwhiti Civil Defence Emergency Management

Group Recovery Plan

December 2019

Te Kaunihera o Te Tairāwhiti GISBORNE DISTRICT COUNCIL

POLICE Nga Pirihimana O Aotearoa

WHAKARATONGA IWI FIRE EMERGENCY NEW ZEALAND

Hauora Tairāwhiti

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1 Introduction

1.1 Purpose

The purpose of the Tairawhiti Group Recovery Plan (the Plan) is to help communities to recover from emergency events by setting out the operational recovery arrangements established by the Tairāwhiti Civil Defence Emergency Management Group (the CDEM Group).

The Plan provides guidance around tasks and actions before, during and after an emergency event. It sets the operational arrangements for recovery to ensure a consistent approach to recovery management within the CDEM Group, and complements strategic planning for recovery per the Tairāwhiti CDEM Group Plan.

1.2 Audience

The intended audiences for this Group Recovery Plan are:

- Gisborne District Council
- Tairāwhiti CDEM Group
- Coordinating Executive Group (CEG)
- Group Recovery Manager and Alternate Group Recovery Managers
- Recovery Sector Group Chairs and members
- Welfare Coordination Group (WCG) and Group Welfare Managers
- Tairāwhiti Lifelines Group
- Gisborne District Council managers
- Emergency management officers
- Group Controller and Alternate Group Controllers
- Community Link
- Other local stakeholders with a role or interest in recovery.

1.3 Legislative requirements

1.3.1 Civil Defence Emergency Management Act 2002

The Civil Defence Emergency Management Act 2002 (the Act) defines recovery as:

> ***recovery*** *means the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency*

The Act requires CDEM Groups to 'plan and carry out recovery activities' under section 17(1)(e). The Act defines recovery activities under section 4 as:

> ***recovery activity*** *means an activity carried out under this Act or any civil defence emergency management plan to deal with the consequences of an emergency, including, without limitation,—*
>
> *(a) the assessment and ongoing monitoring of the needs of a community affected by the emergency; and*
>
> *(b) the co-ordination and integration of planning, decisions, actions, and resources; and*
>
> *(c) measures to support—*
>
> *(i) the regeneration, restoration, and enhancement of communities across the 4 environments (built, natural, social, and economic); and*
>
> *(ii) the cultural and physical well-being of individuals and their communities; and*
>
> *(iii) government and non-government organisations and entities working together; and*
>
> *(d) measures to enable community participation in recovery planning; and*
>
> *(e) new measures—*
>
> *(i) to reduce risks from hazards; and*
>
> *(ii) to build resilience.*

In 2016, amendments to the Act enabled the recovery from emergencies to be more efficient and effective.

The Act establishes a legislative framework for recovery management by providing a statutory basis for recovery managers, and by requiring strategic planning for recovery. The Act supports a transition from response into the initial recovery phase, by establishing a transition notice mechanism that makes emergency powers available for a specified period of time.

The Act also provides a mandate for roles and responsibilities for strategic planning for recovery, and ensures CDEM Groups plan for recovery. The Act establishes the roles and responsibilities of Group Recovery Managers[1] who, during a transition period, direct and co-ordinate, for the purposes of the Act, the use of the personnel, material, information, services, and other resources made available.

In addition to a requirement to 'plan and carry out recovery activities' under section 17(1)(e), CDEM Groups:

- Must, within their CDEM Group Plans, state and provide for the strategic planning for recovery from the hazards and risks under section 49(2)(ca)
- Must appoint at least one person as a person authorised to give notice of a local transition period for its area under section 25(1)(b)
- Must appoint a suitably qualified and experienced person to be the Group Recovery Manager, and appoint at least one alternate Group Recovery Manager under sections 29(1) and 29(2)
- May appoint one or more suitably qualified and experienced persons to be Local Recovery Managers under section 30(1).

[1] And Local Recovery Managers, if appointed.

Guidance on the specific recovery amendments to the Act is provided via a series of fact sheets issued by the National Emergency Management Agency (NEMA). Links to the fact sheets and a brief description of their contents can be found on the NEMA website

(https://www.civildefence.govt.nz/).

1.4 About recovery

1.4.1 What is recovery?

Following emergencies, the very fabric of society and the relationships within the affected communities depend on an effective and efficient process of recovery. Recovery is a complex social process and is best achieved when the affected community exercises a high degree of self-determination.

Recovery extends beyond just restoring physical assets or providing welfare services. Successful recovery recognises that both communities and individuals have a wide and variable range of recovery needs and that recovery is only successful where all are addressed in a coordinated way.

The Tairāwhiti CDEM Group Plan 2016-2021 ('Group Plan') provides a brief explanation of recovery as follows[2]:

> *Recovery is a key part of the comprehensive approach to CDEM – when operations are embedded in the 3Rs – reduction, readiness and response.*
>
> *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.*
>
> *Post response recovery can be resource intensive and can carry on for an extended period of time after a large event. Economic 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.*

1.5 About this Plan

1.5.1 Structure

This Plan has four sections:

1. **Introduction:** outlines the purpose of the plan, overviews recovery legislative requirements, plan structure, relationship to other plans and relationship to reduction, readiness and response.
2. **Recovery management structure and arrangements:** confirms all the fundamental aspects of how recovery management will be undertaken within the Tairāwhiti CDEM Group, including recovery structure, leadership and governance, recovery managers, recovery offices, Recovery Environment Sector Groups and the Recovery Management Team.

[2] CDEM Group Plan 2016-2021, p. 52.

3. **Preparing for recovery:** describes all the activities that are required to ensure that recovery arrangements are developed and maintained prior to recovery.
4. **Managing recovery:** outlines how the recovery process will be managed, including starting recovery, moving from response to recovery, key recovery management activities and ending the formal recovery process.

1.5.2 Relationship to other plans

This Plan is a 'functional' supporting plan to the Group Plan, which states and provides for strategic planning for recovery. This Plan is authorised by the Group Plan, and provides the operational detail for recovery preparation and management, per the direction of Part 6 'Recovery' of the Group Plan.

This Plan draws upon and aligns with other supporting plans, especially the other 'functional' plans, being the Group Welfare and Adverse Events plans.

1.5.3 Alignment with the Group Plan

The Group Plan outlines the strategic planning for recovery via the following goal, principles and objectives for recovery:

Goal

To respond effectively after an emergency event, maintain or recover functionality, and adapt in a way that provides for community wellbeing.

Recovery Principles

The following principles have been adopted by the Tairāwhiti CDEM Group as their recovery principles:

- ***Principle 1**: Effective and efficient recovery begins as soon as possible after the response is underway*
- ***Principle 2**: Effective communications with all CDEM partners and lifeline operators is essential*
- ***Principle 3**: Community engagement, including recognising the needs of the groups within the community is important to recovery planning for an event*
- ***Principle 4**: Significant physical recovery, which must be in conformity with long term needs will be completed as part of the social, economic, cultural and environmental adaptation programmes*
- ***Principle 5**: Where practical, all services and resources required by the recovery team should be sourced locally*
- ***Principle 6**: Integration and coordination between all of the agents involved in CDEM activities is crucial to effective recovery efforts*
- ***Principle 7**: The transition from recovery activity to business as usual will be a priority in the recovery planning for a specific event.*

Recovery objectives

The following objectives have been identified for recovery:

- *To strengthen recovery capability and capacity*
- *To have an engaged stakeholder group*
- *To integrate recovery into the other 3Rs: reduction, readiness and response*
- *To ensure recovery planning and operations provide for the four community well beings (social, cultural, economic, and natural/built environment).*
- *To ensure that lessons learned about hazard risks, impacts and responses are factored into decisions on recovery efforts to reduce the impact of future hazards and risks.*

This plan should be read in conjunction with:

- the Tairawhiti CDEM Group Plan
- section 32 of the Guide to the National CDEM Plan
- NEMA recovery management guidance (https://www.civildefence.govt.nz/cdem-sector/the-4rs/recovery/)
- Strategic Planning for Recovery Director's Guidelines[3].

1.5.4 Relationship to reduction, readiness and response

Recovery is most effective when planning for recovery is embedded within the other three Rs.

Reduction activities can lessen the severity and duration of recovery, and decrease the workload required. Readiness activities help to ensure that the people, systems and processes are in place in advance of recovery, and alignment of recovery to response helps to ensure continuity of management between the two phases.

The relationship between recovery and reduction, readiness and response is as follows:

- **Reduction:** reduction activities occur pre-event by identification of community hazards and vulnerabilities, and risk reduction measures. There are also opportunities to reduce risks following emergencies, and reduction of future risks should be considered as a part of recovery processes
- **Readiness:** there are a range of pre-event activities that are required in order to prepare CDEM Groups and communities to manage recovery (refer to section 3 of this plan)
- **Response:** recovery begins at the start of response, and it is essential that response and recovery actions are aligned and coordinated throughout the response phase, as the response actions can have a significant influence on recovery (refer to section 4 of this plan).

[3] Strategic Planning for Recovery. Director's Guideline for Civil Defence Emergency Management Groups [DGL 20/17]. December 2017. ISBN 978-0-478-43519-1.

1.5.5 Operational procedures

There is a significant level of detailed operational procedure that needs to be developed and put in place to support the implementation of the recovery plan and recovery efforts. These operational procedures will be developed over time and supplement the detail included in this recovery plan.

2 Recovery Management Structure and Arrangements

2.1 Tairāwhiti recovery management structure

The Tairāwhiti CDEM Group recovery management structure is based on linking the community link and national recovery management structures together via a Group Recovery Management Team, as shown in Figure 1.

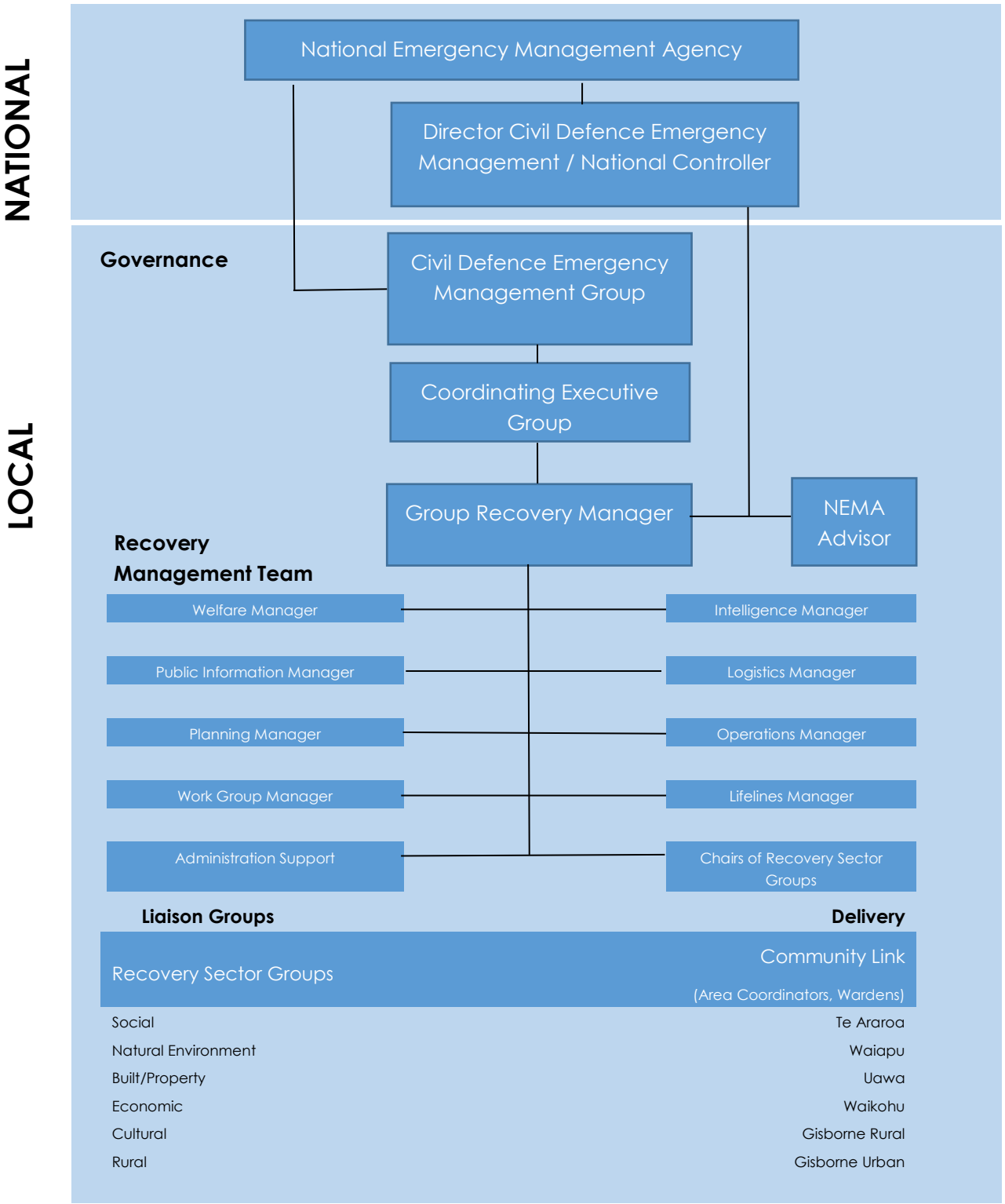

Figure 1: Tairāwhiti Recovery Management Structure

Per Figure 1, the recovery management structure comprises:

- **Local level**: A Group Recovery Office is set-up and managed as required by the Group Recovery Manager, is supported by a Recovery Management Team and the Chairs of the six Recovery Sector Groups, and reports to the CDEM Group via CEG and the Group Recovery Manager. Community Link Area Coordinators and Wardens and Recovery Sector Group member organisations facilitate delivery of recovery services to their communities with support provided from the other local level agents.
- **National level (if required):** A National Recovery Office is set up as required by a National Recovery Manager.

2.2 Recovery leadership, governance and management

Recovery leadership, governance and management are responsibilities of the CDEM Group. Under the CDEM Act section 17(1)(e), the CDEM Group has the responsibility to '*plan and carry out recovery activities*'. The CDEM Group fulfils these requirements by:

- The appointment of persons authorised to give notice of a local transition period for its area under section 25(1)(b) of the CDEM Act 2002 (refer to CDEM Group Plan section 8.13).
- The appointment of a suitably qualified and experienced person as Group Recovery Manager, and the appointment of alternate Group Recovery Managers under sections 29(1) and 29(2) of the CDEM Act 2002 (refer to CDEM Group Plan section 8.15).
- Ensuring that the CDEM Group Plan states and provides for the strategic planning for recovery from hazards and risks under section 49(2)(ca).

The CDEM Group fulfils its leadership, governance and management responsibilities via CEG and the appointment of a Group Recovery Manager and alternate.

2.3 Group Recovery Managers

The role of the CDEM Group Recovery Manager[4] in an emergency is to provide a coordinating focus for all the different agencies that will be involved in the recovery of the community.

The Group Recovery Manager liaises with Community Link Area Coordinators and the National Recovery Manager (if appointed) to ensure:

- An overview and advice are provided for the recovery process.
- Planning, prioritisation, and management functions are undertaken.
- There is a process for community input into recovery and that community views are taken into account during recovery.
- Effective reporting mechanisms are in place to CEG, the CDEM Group and central government and that these parties are informed of local and regional issues.
- Reconstruction priorities are identified, including high priorities such as utilities, housing and industry recovery and including both short and long term actions.

[4] For details, refer to the Recovery Manager Role Map
www.civildefence.govt.nz/assets/Uploads/publications/CDEM-rolemap-recovery-manager.pdf

- Recovery resources are identified, secured and managed as required including labour for clean-up activities.
- Recovery Sector Groups (social, economic, natural environment, built environment/property, cultural and rural) are established, functioning and managed.
- Information and media management is provided on the impact of the event on the affected area and the steps being taken during the recovery process.
- Contact with those affected by the emergency is coordinated amongst the various parties via the Group Recovery Manager, Public Information Manager and the Social Recovery Sector Group to ensure that affected people, stakeholders and the wider community are not overwhelmed with several agencies seeking information. A single united approach is required for information collection and dissemination.
- Clear records of costs incurred and who authorised expenditure are kept (separate from the financial records for the response phase).
- Emerging issues are identified and solutions sought.
- Accountability and ongoing learning by completing an end of appointment report detailing the expenditure committed, actions taken, lessons learnt, and any recommendations.

The CDEM Group is responsible for reporting to the Minister of Civil Defence Emergency Management. The CDEM Group, via CEG, is responsible for establishing the recovery process at Group level. CEG fulfills this responsibility by ensuring the Group appoints a Group Recovery Manager to give effect to Group coordination of recovery during and following an emergency. The Group Recovery Manager reports to the CEG who then reports to the CDEM Group.

Where necessary to support the recovery process, the Group Recovery Manager will establish a Group Recovery Office to assess the impacts of an emergency, and plan and implement Group recovery activities. The Group Recovery Manager is supported on a day-to-day basis by a Recovery Management Team that includes functions such as welfare, planning, administration and public information management. The Group Recovery Manager and Recovery Management Team liaises with the six Recovery Sector Groups, and Community Link agents.

2.4 Recovery office

The Group Recovery Office is set up as the fundamental coordination point for recovery management. As per Figure 1, the Group Recovery Office comprises:

- Group Recovery Manager
- Recovery Management Team.

2.4.1 Recovery Management Team

The Recovery Management Team assists the Group Recovery Manager in managing the day-to-day aspects of recovery, such as:

- Assessing impacts and needs
- Prioritising recovery activities
- Coordinating and integrating the recovery office activities with operational activities across the six Recovery Environment Sector Groups
- Implementing and reporting upon recovery activities.

The Recovery Management Team should be set up on an 'as-needed' basis. Smaller scale events may only need the following personnel:

- Group Recovery Manager (Chair)
- TEMO Manager
- Welfare Manager
- Public Information Manager
- Administrator (Support).

Larger scale events may need additional personnel – circumstances will dictate who and for how long. Other personnel that may be needed include:

- Alternate Recovery Managers
- Recovery Sector Group Chairs (Social, Economic, Built/Property, Natural Environment, Cultural, Rural)
- Planning Manager
- Logistics Manager
- Intelligence Manager
- Operations Manager
- Lifelines Manager
- CEG Chair or representative (Advisory)
- NEMA Regional Emergency Management Advisor (Advisory).

It is important that the Recovery Management Team is scalable depending on the requirements of the recovery effort.

The Recovery Management Team will be activated at the start of the event to focus on overall recovery to the event.

2.4.2 Recovery Office Functions

Recovery Office functions provide resourcing for the Group Recovery Manager to fulfil their obligations. Per Figure 1, a typical recovery will require the following functions:

- Welfare: Group Welfare Manager and support staff as required to support coordination of welfare sub-functions and social recovery tasks
- Public Information Management (PIM): Communications/PIM Manager and support staff as required
- Planning and Reporting: Planning Manager and support staff to fulfil intelligence, planning and reporting function requirements
- Work Group Management: staffing for task-specific work groups such as Enhanced Task Force Green as required
- Administration support: all support required, normally including include health and safety, IT, finance and catering.

Recovery Office functions are flexible and modular in nature – as many or as few functions may be set up as required. It should also be noted that Recovery Office functions may be set up similar to the response phase (or continued from response) in line with the Coordinated Incident Management System (CIMS) structure.

2.5 Recovery Sector Groups

Recovery Sector Groups (RS Groups) are collectives of agencies and organisations who focus on a particular aspect of the recovery. They are based on six recovery environments and coordinate and oversee implementation of related recovery activities and projects.

Figure 2 shows the composition of the six RS Groups and possible sub-groups.

Social Sector	Built / Property Sector	Natural Environment Sector	Economic Sector	Cultural Sector	Rural Sector
Sub Tasks	**Sub Tasks**	**Sub Tasks**	**Sub Tasks**	**Sub Tasks**	**Sub tasks**
Safety and wellbeing	Lifelines	Waste and pollution	Individuals	Wahi tapu	Stock welfare
Health - all hospitals and rural health centres	Rural residential	Natural resources	Businesses including rural sector	Heritage buildings and places	Rural financial support
Welfare	Housing	Amenity values	Infrastructure	Marae	
All schools and education	Commercial and industrial property	Biodiversity and ecosystems	Government	Customary activities	

Figure 2: Tairāwhiti Recovery Environment Sector Groups and possible sub-groups

The purpose of the RS Groups is to assist the Recovery Manager and CEG during the recovery process. They provide a mechanism for:

- Sharing information, planning, and integrating arrangements for carrying out recovery activity related to their focus area.
- Ensuring that each member agency or organisation operates as part of a coordinated collective that supports the delivery of the overall recovery objectives.

Each RS Group is responsible for working with other RS Groups to ensure that all required recovery activities are covered efficiently and without duplication of effort.

The Chairs of each RS Group may be part of the Recovery Management Team (depending on the scale of the event) supporting the Recovery Manager, ensuring coordination between the RS Group activities, and sorting out day to day issues.

The chairs of each RS Group may also be co-opted onto CEG for the duration of the process.

The six RS Groups will include people best placed to deliver on actions in that sector with the overall aim of ensuring community well-being.

In order to assist recovery coordination, the Welfare Coordination Group and Lifelines Advisory Group will be key in informing the work of the respective RS Groups. At the delivery level, agencies working on the ground alongside local communities will provide local context and advice.

RS Group membership will vary according to the nature of the event. A list of possible members and a brief description of roles is provided in Appendix 1.

The operation and coordination of RS Groups is core to a successful recovery. An important role of the Recovery Manager is to lead Recovery Management Team meetings, involving the Chairs of each RS Group, to achieve coordination. A typical meeting/briefing schedule is provided in Appendix 3.

3 Preparing for recovery

3.1 Overview

3.1.1 The need to prepare for recovery

Recovery is a complex social process that extends beyond restoring assets and providing welfare services. Work is required prior to recovery to ensure that the Tairāwhiti CDEM Group, communities, partner agencies and communities are prepared for emergencies.

CDEM Group and CEG leadership, strong relationships and well developed networks with local organisations and communities are the keys to an effective recovery.

3.1.2 Responsibilities for recovery preparation

Coordination of operational recovery preparation is the responsibility of the Group Recovery Manager on behalf of the CDEM Group, with the support of the Tairawhiti Emergency Management Office (TEMO). Operational preparation for recovery complements strategic planning for recovery, as outlined within the Group Plan.

3.1.3 Operational recovery preparation activities

Operational recovery preparation involves the following activities:

- Recovery governance, management and appointments
- Relationship management
- Linking with community engagement activities
- Recovery capability development
- Recovery planning
- Financial arrangements
- Information management
- Linking recovery to reduction, readiness and response
- Monitoring, reporting and review.

3.2 Recovery governance, management and appointments

Confirming governance arrangements and gaining buy-in of senior management are a fundamental part of preparing for recovery. The appointment of recovery roles facilitates effective preparedness for recovery. A core responsibility of governance and management is to support recovery managers to prepare for and fulfil their leadership roles prior to, during and following emergency events.

The primary roles supporting preparedness for recovery are Group Recovery Managers, the Tairawhiti Emergency Management Office staff and RS Groups.

3.2.1 CDEM Group governance, management and appointments

The CDEM Group has appointed a CDEM Group Recovery Manager and alternates, as required by the CDEM Act 2002.

Group recovery managers are named in Appendix 4 of the CDEM Group Plan.

3.2.2 CDEM Group Recovery Manager preparedness role

The primary ***preparedness*** roles of the Group Recovery Manager are:

- Being the regional 'champion' for recovery, and encouraging recognition and appropriate resourcing for recovery management prior to events
- Overseeing and contributing to the development and maintenance of the CDEM Group Recovery Plan
- Planning for recovery including ensuring arrangements for recovery are in place, and Recovery Sector Groups and Community Link personnel are functional
- Developing recovery capability including supporting professional development initiatives, mentoring and preparedness activities and training key personnel and exercising and testing recovery arrangements
- Establishing and maintaining effective operational relationships and networks with key recovery support agencies
- Monitoring, evaluating and reporting on the improvement of all CDEM Group recovery preparedness activities and ensuring lessons learned from previous emergencies are captured and embedded into practice
- Public education and community engagement on likely consequences from emergency situations and recovery priorities as well as how to prepare for recovery.

3.2.3 Tairawhiti Emergency Management Office preparedness role

The Tairawhiti Emergency Management Office (TEMO) plays an important support role for the Group Recovery Manager in preparing for recovery by developing and maintaining relationships, systems and processes through time.

The primary ***preparedness*** roles of the TEMO are:

- Ensuring community understanding of and support for local recovery preparation by:
  - Seeking senior executive and Council buy-in for preparation activities
  - Developing arrangements and gaining prior agreement for recovery resourcing, including filling of 'business as usual' roles in recovery
- Responsibility for coordination of all recovery preparedness activities within the Council
- Ensuring that Emergency Operations Centre/Recovery Office arrangements are developed and tested when moving from the response to recovery phases
- Provision of operational preparedness support to the Group Recovery Manager
- Ensuring that appropriate financial arrangements and delegations are in place locally.

3.2.4 Formation of Recovery Environment Sector Groups

The Group Recovery Manager, supported by the TEMO, are responsible for the creation of RS Groups prior to emergencies.

The role of the RS Groups is to act as advocates for and provide support to specific sectors (such as welfare services as a part of the social environment), and provide advice to recovery managers and recovery teams. RS Groups also play an important role in ensuring co-ordination of activities at local and national levels.

The creation of RS Groups enables connections to be made with a wide variety of partner agencies and development of relationships prior to recovery (refer to section 2.5).

3.3 Relationship management

3.3.1 The need for relationships prior to recovery

Relationship management is the on-going process of developing and maintaining relationships with recovery stakeholders in order to ensure that familiarity with recovery expectations and arrangements is developed and maintained. Relationship management is a fundamental requirement of effective recovery, and this is true for all stages of recovery. Experience from previous events in the CDEM sector have shown that good working relationships prior to an event lead to a much greater chance of successful working relationships during an event.

The emphasis on relationship management during recovery changes depending upon the phase – prior to recovery, when starting recovery during the response phase, or during recovery management. It is important to maintain and build relationships throughout all phases.

The requirements for relationship management are well documented within Key Area 1 of the Recovery Manager Competency Framework Role Map[5]:

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

Recovery managers have the primary responsibility for ensuring effective relationship management prior to recovery.

Recovery managers should:

- Identify all key stakeholders in recovery management
- 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
- Attend relevant on-going CDEM and stakeholder meetings and forums.

3.3.2 Primary relationships prior to recovery

The primary relationships required are:

- Council: Chief Executive and Directors; Mayor and Councillors
- CDEM Group
- CEG
- Iwi and hapu
- TEMO Manager/staff
- NEMA Regional Emergency Management Advisor
- Group Controller and Group Welfare Manager
- RS Group Chairs and members
- Recovery Management Team managers and staff, particularly welfare, planning and public information management
- Regional lifelines group
- Local community leaders and contacts
- Community Link.

[5] Available at www.civildefence.govt.nz (search 'competency framework toolkit', and click on recovery manager)

3.4 Linking with community engagement activities

Linking recovery preparation to community engagement work can enhance the effectiveness of outcomes during recovery management. Community Link plays an important role in recovery, and maintenance of strong links to community networks assists recovery management outcomes.

Linking recovery preparation to community engagement work involves:

- Developing an understanding of community context and what makes communities unique, such as people, resources, strengths and unique characteristics. This means understanding ward profiles, and developing or being able to link with a wide range of community contacts and local community leaders
- Assisting with communication of hazard and risk information to communities
- Communicating about what recovery is, and understanding community expectations about what is important to the community in recovery
- Facilitating continuous engagement to enable identification and development of existing capabilities
- Ensuring that recovery arrangements are aligned with existing community resilience, response planning and community development programmes.

In preparing for recovery, Group Recovery Managers should develop a broad understanding of local community profiles by working alongside the Tairawhiti Emergency Management Office.

3.5 Recovery capability development

Recovery capability development refers to the advancement and maintenance of skills, knowledge, and attributes to enable effective recovery management. It includes all formal and informal learning experiences that can improve an individual's performance, including training and exercising. The aim of capability development is to ensure that staff with recovery responsibilities can perform their roles effectively.

Ideally, recovery capability development should occur among all staff and agencies with recovery responsibilities, especially those with leadership positions. Training and exercising helps to build relationships among agencies, and can assist efforts to improve community awareness and resilience.

Group recovery managers have responsibility for ensuring recovery capability is maintained and enhanced within the CDEM Group. This would be delivered through the Tairawhiti Emergency Management Office.

3.5.1 Training and exercising

Under the 'Readiness' and 'Recovery' sections of the Group Plan, the CDEM Group has committed to maintaining a training and exercise programme to ensure operational readiness for recovery. The Group Plan identifies conducting a recovery exercise as a part of strengthening recovery capability and capacity.

Exercises with a recovery component form a core part of readiness activities, and will assist in identifying gaps and issues for improvement, so that agencies carry out and co-ordinate their functions more 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 management.

The Group Recovery Manager is responsible for ensuring that exercises involving a recovery component are planned, and are co-ordinated with the Tairawhiti Emergency Management Office annual exercise programme. Recovery should be exercised at least once every two years, and may be conducted as an 'add-on' to existing response exercises. Most exercises that involve a recovery component will be targeted to one specific aspect of recovery.

Exercises with a recovery component should be oriented towards:

- Facilitation of small discussion groups or orientation to recovery activities.
- 'Walk-through' or 'functional' exercises, using case studies or event scenarios to talk through general recovery requirements and actions.

Exercising recovery helps keep recovery managers current in their roles, and helps raise the awareness and understanding among emergency management staff and partner agencies. Initial recovery exercising should focus on:

- Initial actions when starting recovery, and integrating the role of recovery within Emergency Operations Centres.
- Practising moving from the response to recovery management phases, including roles, responsibilities and relationship of recovery managers to controllers during the response phase.
- Roles of RS Groups, and exercising of interaction between them and Recovery office staff.

3.5.2 Capability development for recovery managers

A recovery manager needs to be able to, in collaboration with others, develop and articulate a vision, and create an environment that empowers others to act and succeed. Recovery manager leadership is demonstrated through strategic decision-making via empathy, realism, consistency and communication.

The following capability development is recommended for Group Recovery Managers.

Core requirements

Recovery managers should have a core understanding of:

- Principles of CDEM and recovery
- Recovery roles and responsibilities, including the CDEM Group, the CEG, Council, RS Groups and central Government
- CDEM Group Plan, Group Recovery Plan, and Group Welfare Plan
- The NEMA Recovery Management Director's Guidelines.

Recovery managers should be familiar with the Recovery Manager Competency Framework Role Map[6], which defines the essential and desirable attributes of recovery managers across eight key skill and knowledge areas:

- Relationship management
- Information management
- Risk management
- Planning
- Implementation
- Communication
- Capability development
- Leadership

Practical capability development

Training should focus on the practical aspects of recovery management, including:

- Initial actions when starting recovery
- Information gathering and management, impact/needs assessment and reporting
- Managing financials
- Managing community engagement.

Mentoring alongside experienced recovery managers is a good way to develop practical capability. Training should include the facilitation of opportunities to attend recovery fora and learn from experienced recovery managers.

Capability development should have an element of leadership training such as through the pending RRANZ leadership training for recovery managers.

In addition, recovery manager training should also focus on the strategic aspects of recovery management, such as:

- Engaging and maintaining political and management support for recovery
- Welfare and social recovery management, including managing psychosocial issues
- Facilitation and conflict resolution
- Community resilience and engagement
- Government funding and support mechanisms.

This is due to the complexity of the recovery manager role, its interaction with multiple stakeholders, and management requirements.

3.5.3 Capability development for key staff involved in recovery

Controllers, Recovery Sector Group C and Emergency Operations Centre/Recovery Office personnel should develop an understanding of recovery management via an induction programme or targeted training. Possible methods include attendance at recovery forums and development of local training in the fundamentals of recovery.

[6] Available at www.civildefence.govt.nz (search 'competency framework toolkit', and click on recovery manager)

3.6 Recovery planning

Group recovery planning is required in order for the CDEM Group to fulfil its legislative responsibilities. This plan provides guidance on operational recovery management in support of section 6 of the CDEM Group Plan, which provides for strategic planning for recovery. Due to the Unitary Authority status of the Tairāwhiti CDEM Group, this plan provides details on both operational coordination and delivery.

Development of this plan is a requirement of the Group Plan, as it is one of three 'Functional Plans' (plans that detail the actions to be taken relating to a specific activity).

In accordance with the Group Plan, this plan will be reviewed once every five years, or after a significant event that may result in changes to recovery arrangements.

3.7 Financial arrangements

Having agreement and understanding of financial arrangements in place prior to recovery will improve outcomes during recovery management. It is important that financial arrangements are understood and agreed prior to recovery management.

Financial arrangements refer to three separate but related elements:

- Local Authority funding processes, mechanisms and arrangements for recovery management, including for recovery managers, staff and offices
- Understanding Government funding mechanisms and support available for recovery management, and how to access Government support
- Processes for establishment and management of regional relief funds.

The following section outlines the arrangements for each of the elements above.

3.7.1 Local Authority funding processes, mechanisms and arrangements

Clarifying local authority funding processes, mechanisms and arrangements prior to recovery will assist financial management during recovery. The Group Recovery Manager, Tairawhiti Emergency Management Office and Council finance managers should develop an understanding of the potential financial impacts of recovery to Council finances, and develop financial arrangements in advance of recovery.

Council should clarify the following in advance of recovery:

- The value of Council assets
- The total net capital value and consequent threshold for Government support per section 33 of the National CDEM Plan
- CDEM Group/Council mechanisms for recovery funding, which may include some or all of the following options:
    - Disaster recovery reserves
    - Insurance policies
    - Cash and cash-equivalents
    - Undrawn bank credit lines
    - Other Council reserve funds
    - Raising debt via the Local Government Funding Agency
    - Deferral of capital expenditure
    - Government support for local authorities.

Local arrangements

To help meet Central Government's requirement for self-help, the Council has taken the following financial precautions:

- A $500,000 insurance policy to cover civil defence emergency management costs including costs incurred in taking necessary precautions or actions to prevent, reduce or overcome effects of an emergency event that may cause loss of life, injury, distress or danger to public safety.
- A Civil Defence emergency reserve fund has also been established which currently stands at $543,000. This fund was established for the response phase but if any is left it will probably contribute to the recovery program.
- A member of the Bay of Plenty Local Authority Shared Services Infrastructure Insurance consortium that covers underground infrastructure.
- The Council is also attempting to put money aside for the establishment of a $1m contingency fund for emergency events affected roading.

Any costs involved in re-establishing the Council's infrastructure, that Council needs assistance with, will be identified as special projects and their funding to be the subject of negotiation with Central Government and insurers.

Financial delegations for Group Recovery Manager and alternate shall be made by the CDEM Group.

Financial delegations should be made at an appropriate level to enable recovery managers to perform their duties, and should be recorded in the local authority delegations register. The financial systems and process of the local authority will be used to manage and monitor recovery costs.

3.7.2 Understanding Government recovery funding/support mechanisms

Overview

Government agencies have mandated responsibilities that will be undertaken in recovery, and play an important role in supporting recovery management. When establishing Recovery Sector Groups, Group Recovery Managers will need to work with RS Group chairs to identify the agencies that will be involved, and at what level.

Some national agencies have regional offices (or structures) that have established relationships at the regional level, normally via established groups such as the Welfare Coordination Group and the Lifelines Utilities Group. The National Recovery Manager is responsible for coordinating support at the national level and can provide advice to Group Recovery Managers in accessing support.

Government funding and support during recovery has two primary elements:

1. *Government financial support to local authorities*
2. *Government financial assistance.*

It is important that Group Recovery Managers develop a good understanding of both elements prior to recovery. During recovery, Group Recovery Managers need to ensure that processes for accessing financial support to local authorities are activated and completed, and that facilitation of access to Government financial assistance during recovery is coordinated via RS Groups.

Further information on Government financial support to local authorities and Government financial assistance is contained within Appendix 2.

3.7.3 Disaster Relief Fund

Gisborne District Disaster Relief Trust

The Council has established a permanent Disaster Relief Fund to assist individuals and families to re-establish themselves after an emergency.

This fund can be used both within and outside the Gisborne District.

Government contributions to relief funds

Government may contribute to any disaster relief fund which has been established. Government contributions once made will be disbursed by the administrators. However, the Government expects that administrators will address not only the needs of affected individuals and families but also those of community organisations and marae and their associated facilities and infrastructure.

Administrators are encouraged to coordinate their approach to funding allocation closely with those of the Ministry of Social Development and the Housing Corporation of New Zealand. Te Puni Kōkiri will facilitate and support Māori access to disaster relief funds and will aim to provide administrators with relevant information about the needs of marae affected during an emergency.

3.8 Information management

Recovery management requires substantial information management. Having information management systems and processes in place prior to recovery will improve outcomes during recovery management. It is important that information management is planned for prior to recovery management.

Information management is a challenge during recovery, due to the need to bring together information from a wide variety of sources, and collate information in a way that informs decision-making. Information requirements during recovery usually comprise:

- Welfare needs and residential building assessments at a property scale
- Public and commercial building damage assessments
- Lifelines utilities damage assessments, which often apply to multiple infrastructure providers
- Environmental damage assessments
- Financial management – expenditure management and cost recovery
- What questions will be asked or need answers, thereby identifying data requirements.

Systems and processes for information management should be developed in advance of recovery, and these systems and processes should be based on those used in business as usual, and during the response phase.

Preparation should include processes for collection and management of information in the EOC/Recovery Office, and how the information will be collated and reported upon. Preparation should also include how information from both urban and rural areas will be collected, such as the use of Rural Support Trusts in rural areas.

3.9 Linking recovery to reduction

Reduction involves identifying and analysing risks to life and property from hazards, taking steps to eliminate those risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurrence to an acceptable level.

Linking reduction efforts to recovery preparation has the potential to reduce risks and therefore welfare needs and requirements during recovery management.

The Group Recovery Manager and Manager TEMO are responsible for working with the CDEM Group and stakeholders to ensure that reduction activities are identified and linked to recovery preparation. The following links are particularly important:

- Welfare Managers and the Welfare Coordination Group.
- Lifelines Utilities Groups (Lifelines vulnerability assessments, Asset Management Plans).
- Council policies and plans, such as the Regional Policy Statement, regional plans, the District Plan and asset management plans.

Group Recovery Managers should become familiar with reduction objectives and actions as outlined within the 'Reduction' section of the Group Plan.

3.10 Monitoring, evaluation and review

3.10.1 Monitoring and evaluation

The CDEM Group recognises the importance of performance monitoring and evaluation. Recovery is subject to monitoring and evaluation alongside the other components of CDEM.

The objectives of this plan should be regularly evaluated and monitored to ensure that objectives are being met, and they are current, effective and relevant. Group Recovery Managers are responsible alongside the Manager TEMO for monitoring and evaluating the recovery plan and work programmes.

3.10.2 Review

A review of this plan will be initiated within five years of it becoming operative and following the CDEM Group Plan review cycle. Annual reviews should be undertaken to pick up changes in legislation or arrangements.

This plan should be reviewed at any other time where opportunities for improvement are identified, particularly following significant events.

4 Managing Recovery

4.1 Overview

The management of recovery has four linked stages:

1. Starting recovery (section 4.2)
2. Moving from response to recovery (section 4.3)
3. Core recovery management activities (section 4.4)
4. Exit from recovery (section 4.5).

Stages 1 and 2 occur during response. Stages 3 and 4 occur following response, and continue until the need for a formal recovery management process is over.

Depending on the nature of the emergency, the experiences of communities between response and recovery may not be as smooth as the four stages. Similarly, all four stages could occur concurrently, as secondary events may occur such as flooding, aftershocks or erosion.

It is important that controllers and recovery managers work together and maintain clarity of roles and responsibilities and identify when it is appropriate to formally transition to recovery.

4.2 Starting recovery

4.2.1 Activation

Recovery management starts alongside response on the first day of an emergency. Group Recovery Managers need to be involved as soon as the response phase starts to:

- maintain situational awareness and understanding from a recovery perspective
- understand key impacts and tasks
- identify recovery requirements and priorities as early as possible
- begin initial recovery planning, including identifying what information gaps exist, and ongoing recovery arrangements including the Recovery Management Team and office (if necessary), financial arrangements, and other resources and facilities
- discuss key recovery messages with Public Information Management (PIM) to ensure that messages are consistent priorities are aligned across all levels of response and into recovery
- establish and maintain liaison and communications with key organisations and community leaders in affected areas
- provide an early briefing for senior executives and elected representatives on recovery matters
- hold briefings with the core Recovery Management Team to discuss consequences, new information and gaps, risks, response decisions and activities and recovery tasks
- attend Incident Management Team meetings and keeping the Controller and wider IMT informed of the Recovery aspects of the response
- work with the Controller and IMT to plan and manage the transition from response to recovery
- integrate response and recovery arrangements within the same organisational structure.

Activating recovery management alongside response ensures that:

- recovery management occurs in parallel to response management from the start of the emergency
- Controllers and Recovery Managers are interacting and coordinating
- recovery management considerations will be integrated in response decisions and actions will minimise the negative impact the response can have on recovery
- ensuring that recovery efforts are not lost in the midst of response phase
- recovery activities and priorities will be identified and aligned with response priorities
- there will be a planned, managed, and coordinated transition from response to recovery management arrangements
- the consequences for people and animals in the short-, medium- and long-term will be better understood
- staff resources can be managed and allocated as effectively and efficiently as possible
- engagement about recovery with key stakeholders and partners across the affected area will be initiated as early as possible.

4.2.2 Initial actions

The recommended initial actions are:

4.2.2.1 Establish the recovery manager role and immediate support roles

Recovery Manager and immediate support roles should be activated to:

- participate in coordination centre briefings
- liaise with and provide advice to the Controller
- liaise with key stakeholders as required, including elected representatives, senior executives and potential Recovery Sector Group chairs
- form working relationships with coordination centre personnel
- get immediate administrative support for the Recovery Manager, as this may be required depending upon the size and scale of the event.

If a recovery manager needs to be appointed, a terms of reference for appointment of recovery managers is contained in Appendix 4.

4.2.2.2 Understand the impacts of the event

Event impacts can be understood by:

- Recovery managers working alongside the planning and intelligence functions in the coordination centre, and seeking to understand the level and extent of impacts
- provision of advice on rapid impact assessment and welfare needs assessment in relation to longer term requirements
- liaison between the Recovery Manager and Controller/Planning Manager on possible longer term impacts, depending upon the extent and duration of the event.

There is guidance on the National Emergency Management Agency (NEMA) website around how to understand and record the consequences of an emergency event.

Once Recovery Managers know what information has been collected, they need to look at it through a recovery lens to consider the immediate, medium and long term consequences on the community and their recovery needs.

One way of thinking about the consequences is to use a consequence matrix. This helps the Recovery Manager to think about and impacts across all Recovery Sectors and all potentially affected communities.

The diagram below shows an example of a consequence matrix based on land-owner types / geographic areas that may be used to inform recovery planning throughout the process. It can be started during the response phase and built on as recovery progresses.

		Land owner types / geographic areas			
		Motu township	**Motu farmland**	**Maori-freehold land**	**Conservation estate**
Recovery Environments	Social	Motu school closed Local play and picnic area closed No fuel available for generators – issues for boiling water and cooking	People isolated and unable to access supplies and social connections	People isolated and unable to access supplies and social connection	
	Natural environment	All public trees damaged and loss of ecological corridor	Multiple landslips and massive sedimentation	Multiple landslips and massive sedimentation	Loss of biodiversity and damage to ecological functioning
	Built/property	SH2 west of Matawai closed SH2 south of Matawai closed at Otoko Motu Coach Road down to one lane during daylight hours only	Several local rural roads closed and bridges with structural damage No internet and no electricity	Marae damaged No internet and no electricity	Motu falls swing bridge destroyed
	Economic	No fuel available No through traffic	Loss of productive pastureland	Loss of productive pastureland	
	Cultural	Access to mahinga kai blocked		Urupa under water Loss of pa harakeke and mahinga kai	Wahi tapu damaged

4.2.2.3 Planning

The Recovery Manager liaises with the coordination centre planning function to ensure preliminary planning is done to assess the likely size and scope of recovery required by:

- area
- impact
- vulnerable groups
- likelihood of on-going impacts from event.

Figure 3 provides an overview of scale, area and impacts as a guide for this. The Recovery Manager ensures that preparation of a draft Recovery Action Plan is undertaken (refer to example in Appendix 5).

4.2.2.4 Establishment of recovery offices

The recovery manager identifies the need for an office and establishment as required, including:

- Location
- Staffing
- Anticipated time-span of recovery
- Identification of resources required, sector groups, and the probable extent of recovery required.

4.2.3 Considerations for starting recovery

Recovery managers should keep the following considerations in mind when starting recovery:

- There is a need to step back from the immediate response priorities and urgency, think strategically, and feed this perspective into the response process to ease the transition to recovery management
- Define and articulate the desired outcomes from or 'end-state' of recovery as soon as possible, even though this may change over time
- Define the size and scale of the event early, and keep in mind the potential need to scale up recovery activities through time (refer to Figure 3). Greater size and extent means greater management complexity
- Response and recovery processes are often 'two sides of the same coin', especially at the local level. Where resources at the local level are limited, maintain consistency between the response and recovery structures, processes, personnel and networks
- Set up the recovery management structure based on the needs of the event, rather than trying to fit pre-existing structures to the event. Allow flexibility in the size and importance of each of the environments, as these won't be the same for every event
- Engage support for back-filling 'business as usual' roles to allow an appropriate focus on recovery
- Consider the existing structures that are in place and how they can be used or modified to meet the requirements for managing recovery.

4.3 Moving from response to recovery

4.3.1 Overview

Moving from response to recovery is a complex process that requires careful planning and management. Key decisions taken during the response phase are likely to have a direct influence on the recovery phase. In addition, many of the agencies with significant recovery management responsibilities will also be involved in the response phase.

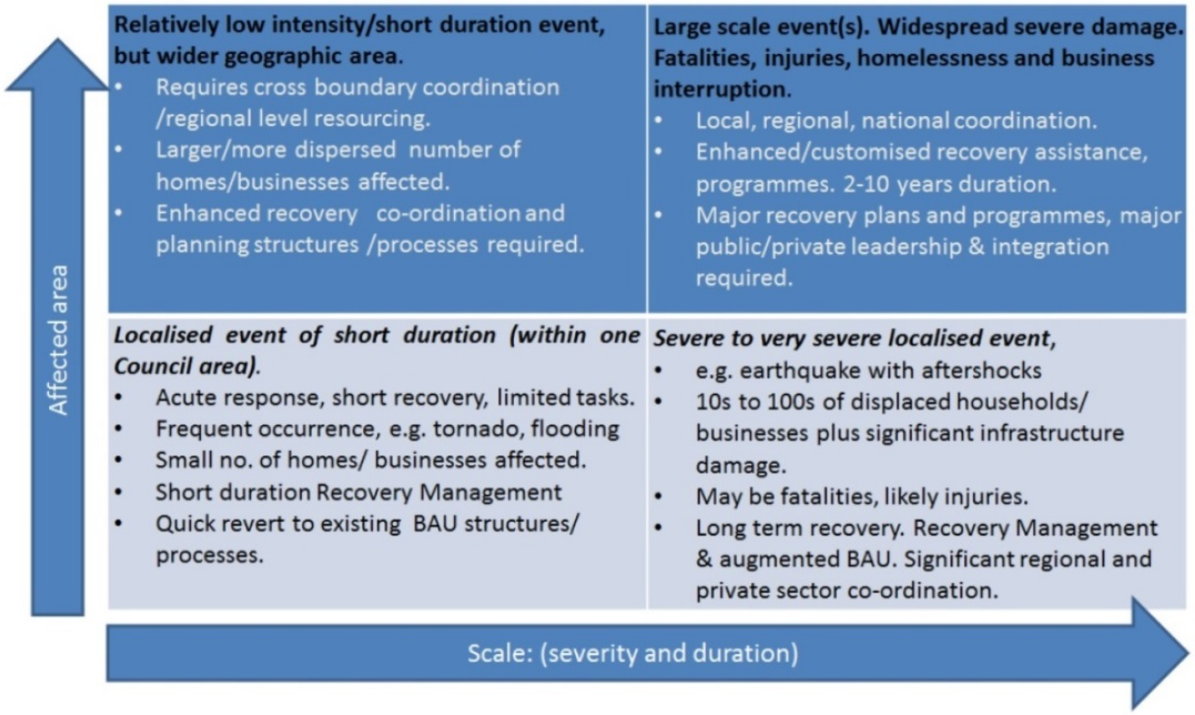

Figure 3: Recovery impacts from increasing scale and affected area

(Adapted from Simon Markham, Manager Strategy & Engagement/Recovery Manager, Waimakariri District Council)

The transfer of control and accountability for recovery activities from the Controller to the Recovery Manager usually occurs at the end of a formal transition briefing (refer to section 4.3.5). Moving from response to recovery is often aligned with the end of a response declaration (if one has been made), and the start of a recovery transition period (if this is required and notice has been given).

When the transfer of control from the Controller to the Recovery Manager takes place, it is important to ensure that any issues remaining and activities currently being carried out during the response phase are captured and passed on to the Recovery Manager, and supporting organisations.

The process for moving from response to recovery involves:

- Completing the Recovery Action Plan (section 4.3.2)
- Confirming the need for, arrangements for and initiation of a local Transition Period, if required (section 4.3.3)
- Development of a Response Transition Report (section 4.3.4)
- Transition briefing (section 4.3.5)
- Media briefing and communications (section 4.3.6)
- Clarity of leadership roles and responsibilities (section 4.3.7).

4.3.2 Recovery Action Plan

Prior to the formal handover of response to recovery, the Recovery Manager must prepare a Recovery Action Plan.

The purpose of recovery action plans is to:

- Formally record the arrangements for the end of the response phase and start of recovery management.
- Provide an outline of the situation at the start of the recovery process.
- Identify those arrangements established in the response phase that will continue in recovery.
- Identify actions outstanding from the response phase.
- Define the size and scale of the event and probable length and extent of recovery.
- Formalise arrangements for giving notice of a local transition period, if one is required.
- Identify short, medium and long-term recovery management priorities.
- Define recovery goals and outcomes.
- Define the initial end-point for recovery, and exit criteria.

Recovery action plans should be prepared in consultation with Controllers, be aligned with and complementary to other reports and involve key recovery stakeholders, particularly the RS Group chairs.

Recovery action plans should be regularly reviewed and updated throughout the whole recovery process.

Appendix 5 provides a Recovery Action Plan template.

4.3.3 Local transition period

The Recovery Manager is responsible for supporting the decision-making process about whether a local transition period is needed, and the arrangements for giving notice of a local transition period, if required.

The Recovery Manager should provide advice and assistance to the person who is authorised to give notice of a local transition period.

Provision of advice will help to underpin decision-making about whether invoking the powers to manage, co-ordinate, or direct recovery activities is in the public interest, and is necessary or desirable to ensure a timely and effective recovery. The primary evidence to support the decision-making process will be the Recovery Action Plan.

Once a decision to give notice of a local transition period is made, the Recovery Manager should facilitate the process to give notice, including notification requirements, per parts 5A and 5B (sections 94A–94P) of the CDEM Act.

4.3.4 Response to recovery report

The Controller is responsible for preparing a 'Transition Report', the purpose of which is to capture the end-state of response, and provide a basis for the transfer of emergency management leadership responsibilities to the recovery manager.

The Transition Report should provide guidance on:

- The Response Action Plan in place, noting incomplete actions.
- The type and status of all assigned resources.
- Actions taken to finalise the calculation of emergency expenditure.

- A summary of impacts across the four environments as follows:
  - Social environment: estimates of the extent of impacts on people and communities, the type of impacts and probable future needs, and the capability and location of welfare agency resources deployed
  - Built environment: outline of all damage and risks to residential and commercial buildings and lifelines utilities infrastructure in urban and rural areas
  - Economic environment: economic impact information, if available, and an estimate of future cost priorities and risks
  - Natural environment: damage to ecosystems, urban landscapes, and potential implications for recovery.

4.3.5 Response to recovery briefing

The Controller is responsible for leading the response to recovery briefing.

The briefing should be based on the Transition Report and Recovery Action Plan, and include key staff from both the response and recovery teams. Minutes of the briefing should be taken, and the end of the briefing represents the formal transfer from response to the recovery phase.

The briefing agenda may include:

- The nature, scope and impacts of the event
- A summary of the current situation
- A summary of activities undertaken during the response phase
- Outstanding and on-going response activities, particularly where these are associated with community welfare requirements
- A summary of on-going and/or anticipated issues, limitations and potential for further development of the emergency
- Recovery management staff, office and governance arrangements
- Recovery priorities and overview of the Recovery Action Plan, including a local transition period (if required)
- Formal handover and close of the response phase.

4.3.6 Media briefing and communications

A media briefing should be held immediately following the handover from response to recovery, arranged by the Public Information Manager. The briefing will be fronted by the outgoing Controller and incoming Recovery Manager.

The purpose of this media briefing is to:

- Reflect on the positive aspects of the emergency response
- Outline the scope and current priorities for recovery
- Reinforce selected key messages to communities
- Reassure the community of the on-going recovery process and the points of public contact.

Prior to the media briefing, the Public Information Manager should ensure that the communications plan is finalised so that continuity of communications is maintained into the recovery phase.

4.3.7 Responsibilities of controllers and recovery managers

Both Controllers and Recovery Managers have leadership responsibilities when moving from response to recovery to ensure that the process is seamless.

Table 1 provides a summary of the actions required to move from response to recovery, the roles of Controllers and Recovery Managers, and where these intersect.

Table 1: Actions required to move from response to recovery

Action Required	Lead	Support
Complete a Response to Recovery Transition Report	Controller	Recovery Manager
Ensure that agencies, organisations and groups with a role in recovery are committed to their continuing role	Recovery Manager	Controller
Prepare a Recovery Action Plan	Recovery Manager	Controller
Prepare for and conduct a Transition Briefing	Controller	Recovery Manager
Work with the PIM and strategic communications to prepare and hold media briefings and communications and ensure messages are consistent and accurate across all agencies	Controller	Recovery Manager

4.4 Core recovery management activities

During recovery, a number of management activities need to be undertaken. Many of these activities will build upon preparation activities prior to recovery, and generally, better preparation will lead to enhanced understanding and better management during recovery.

Recovery managers need to be aware that during recovery:

- Most of the management activities will be required for most events
- Many management activities will occur simultaneously
- The size and importance of each management activity will be highly dependent upon the nature of the event
- Other management activities may also be required.

This section provides guidance on the activities that have been identified as most important to successful recovery management:

- Community involvement in recovery
- Recovery leadership
- Information management:
  - Information systems and processes
  - Impact assessment and welfare needs assessment
- Reporting
- Public information management
- Governance
- Financial management
- Linking to reduction.

4.4.1 Community involvement in recovery

Recovery management is not possible without community involvement. Communities spontaneously begin their own recovery from the start of an emergency, and the role of recovery leaders is to provide structured support, coordination and communication to facilitate community recovery efforts.

Community involvement is a core mechanism that drives recovery planning and management. Within the Tairāwhiti CDEM Group, the role and involvement of Community Link is fundamental to achieving good emergency management outcomes, as much or more during recovery as in readiness or response.

Community involvement in recovery management is an important means of contributing to the empowerment of individuals and communities to manage their own recovery, and to encourage innovation. Supporting and enhancing the resources, capacity and resiliency already present within individuals and communities are the keys to successful recovery. There is increasing recognition that the processes used by recovery agencies to interact with communities are critical and can impact either positively or negatively on the capacity of individuals and groups to manage their own recovery process.

4.4.1.1 Important considerations for community involvement

Both national and international recovery experience shows that the following considerations are important in order to ensure meaningful community involvement in recovery:

- Recovery activities should build upon the inherent strengths and capabilities of affected communities, be based on pre-event planning and work through existing networks
- Involve communities early and in a meaningful way. As a general rule, the more empowered a person or community is the more effective the recovery, but greater efforts to ensure empowerment means greater investment in agency time and resources to enable this, and a balanced approach is required
- Manage public expectations by being honest about the difficulties faced, and by setting realistic but achievable goals
- Engagement with communities is continuous and two-way throughout recovery. Listen and respond to community concerns, 'walk alongside' the community through recovery, and make sure that communities can see themselves in recovery structures
- Listen for community 'silence' as well as 'noise', since both can be good indicators of potential issues
- Look for local champions and influencers, use their knowledge and networks, and seek a collaborative approach
- Build community relationships and trust by actively seeking Government support
- Keep people genuinely engaged as much as possible over time, recognising that recovery issues drop off the radar quickly.

4.4.2 Community meetings

Community meetings are a key engagement tool during response and recovery. Experience from previous events shows a high community demand for face-to-face contact during recovery. Organising and facilitating community meetings is the responsibility of the Public Information Management function, in consultation with the Recovery Manager, and with the involvement of Community Link representatives.

The following points should be considered when planning for and delivering public meetings during recovery:

- Start early in the recovery process based on community priority and demand.
- Provide lots of information about the event - what has happened and why, what Councils, Government and recovery partners are doing, and where to from here.
- Allow people to vent their frustration first, and accept this as a normal part of dealing with recovery. It should be understood that people may not be in a calm state of mind, and that some people will looking for someone to blame.
- Facilitate meetings with honesty, empathy and realism. Meetings should be chaired by the Recovery Manager, and attended by Mayors (or representatives), and local authority senior executives and representatives.
- Ensure as much participation in support as possible by recovery partner agencies such as the Earthquake Commission, the Ministry of Social Development, and technical specialists such as GNS Science and engineers.
- Commit to and hold follow-up meetings – one is rarely enough.

4.4.3 Civil Defence Centres and Community Emergency Centres

Experience from recovery events in New Zealand shows that the use of Civil Defence Centres and Community Emergency Centres is a good way to ensure two-way communication and facilitate community involvement in recovery. Welfare managers are responsible for the management of Civil Defence Centres as a part of the Social Recovery Environment Sector Group, while Community Link Area Coordinators manage Community Emergency Centres.

Tairāwhiti CDEM Group will establish a Civil Defence Centre depending on the needs of the community, and will provide support to Community Emergency Centres as required.[7]

Civil Defence Centres and Community Emergency Centres provide central meeting places for people, provision of general advice and assistance, and linkages to agencies that provide social services, building/housing services and insurance advice. Civil Defence Centres and Community Emergency Centres use local liaison staff to help Recovery Managers:

- Understand needs and issues arising
- Understand community dynamics, relationships and how the communities are coping
- Coordinate delivery of some welfare goods and services.

Experience indicates that communities relate best to dealing with local people on-site within their community, and being linked to services via the Recovery Manager as required. The longer the recovery timeframe, the more important the need for local Civil Defence Centres and Community Emergency Centres.

[7] Tairawhiti CDEM Group Welfare Plan, 2018.

For further information on setting up Civil Defence Centres and liaison with Community Emergency Centres, refer to the Tairāwhiti CDEM Group Welfare Plan 2018.

For general information on community involvement in emergencies, refer to Appendix G of the NEMA '*Welfare Services in an Emergency*' Guideline, available at www.civildefence.govt.nz (search for 'welfare services').

4.4.4 Recovery leadership

Leadership during recovery is highly demanding of individuals, and requires different leadership skills compared to other processes[8].

4.4.4.1 Factors that influence recovery leadership

The following considerations illustrate the complexity, scale and long-term nature of recovery leadership[9]:

- **Uncertainty:** Recovery leaders need to try to imagine the future when they are in an environment that is uncertain and rapidly changing. They have to make important decisions with limited evidence and do it with confidence.
- **Scale:** The size and complexity of what needs to be done can be overwhelming. Every aspect of life changes. Recovery leaders need to super-size their thinking, energy, and vision.
- **Time:** Recovery leaders have to constantly make decisions between competing priorities, all of which are important but cannot be done simultaneously. Trying to find creative solutions under great pressure to deliver. Budgets diminish without reductions in expectations.
- **Psychology:** Impacted populations work differently. Chronic stress negatively impacts relationships, problem-solving, creative thinking, and the ability to take on information. As people get worn down, trust, cohesion and niceties can be lost.
- **Endurance:** Demands and expectations are unrealistically high. It is difficult to maintain high velocity and high performance over many years.

4.4.4.2 Recovery leadership issues, impacts and challenges

Recovery leadership requirements are entirely dependent upon the type, size and scale of the emergency event, and the nature of the communities impacted.

Grief and psychosocial impacts on people over time are almost always the biggest and most challenging issues. Therefore, maintaining strong connections to welfare agencies and a focus on psychosocial impacts is critical.

[8] Refer to Leading in Disaster Recovery A companion through the chaos, NZ Red Cross, p. 4.

[9] See above.

The primary impacts to Territorial Authorities are as follows:

- Large increases in demand on staff time at all levels.
- Staff psychological impacts, either from an inability to cope with recovery management stress, or from suffering personal loss from the event.
- A drop off in the momentum and enthusiasm of staff following the response phase.
- In larger events, recovery may render Council business as usual temporarily impossible.

The Recovery Manager role is pivotal and requires advanced leadership skills, due to the wide range of stakeholder liaison and management required. Recovery Managers need to be:

- Empathetic and realistic.
- Consistent in their approach to dealing with people.
- Strong and assertive, and be comfortable saying 'no' when required.
- Actively communicative with Councils, recovery team members, the Welfare Coordination Group, Lifelines Advisory Group, Recovery Sector Groups and other agencies, and ensure on-going communications with communities.
- Wiling to have straight, honest conversations, especially with senior executives and political representatives, including central Government Ministers and the affected community.
- Able to manage and navigate strong personalities.
- Appointed at a senior level that allows recovery matters to be managed with an adequate level of resourcing and urgency.
- Able to get on the ground, and understand what the issues are.

One of the challenges of recovery is that it is complex and requires recovery leaders to have advanced leadership skills. As noted above, recovery is a complex social process that requires leaders to be able to have strategic oversight.

Governance arrangements should support the Recovery Manager to maintain strategic oversight, so that they are able to prioritise and make decisions that will support long-term recovery.

For further information refer to '*Learning from regional recovery events - A Practical Guide for Territorial Authorities and Local Recovery Managers*', available at http://www.civildefence.govt.nz/cdem-sector/cdem-resilience-fund/previous-projects/ .

4.4.4.3 Key considerations

The following considerations may be used to guide recovery leadership:

- Ask for help, surround yourself with advice and support and seek partnerships through recovery.
- Define what relationships are critical, and maintain these.
- Select the right people for the recovery team and support them.
- Engage the governance level early, communicate the scope and extent of work required and seek support for resources to keep recovery front-of-mind.
- Focus on community enablement instead of management, and determine when to inform and when to consult or enable.

- Manage community expectations, and seek permission rather than forgiveness.
- Define what the community is recovering from, where it is recovering to, and seek opportunity from adversity.
- Use a project management approach, measure how fast people and infrastructure are recovering, and use a rolling review process for longer events.
- The nature of the event should drive the recovery structure – not the other way around, and flexibility must be maintained throughout.
- If the current approach isn't working, change it.
- Information management, demand for public information management and for face-to-face contact will be higher than you would expect.

4.4.4.4 Recovery team management

Recovery teams support recovery managers in establishing arrangements for recovery, planning, coordination of recovery activities, and decision-making.

Recovery managers need to ensure that recovery teams are formed and resourced quickly, the right people and positions are appointed to recovery teams, and that recovery teams are actively managed and supported through to the transition from recovery.

Considerations for supporting recovery teams

In order to manage and support recovery teams, Recovery Managers should:

- Understand that recovery team staff may live in the affected areas and may in some cases be dealing with personal impacts from the event.
- Be aware that staff are working with people who may be stressed, unable to interact in a calm and logical way, and who may at times be highly critical of recovery staff.
- Identify people who have the right skills and attitudes, and use experienced people where possible.
- Communicate often via regular catch-ups, and praise and encourage staff.
- Ensure the personal welfare of recovery team members is monitored and maintained via staff rotation, stand-down time and actively dealing with stress, burn-out or other performance issues.
- Get external support and expertise when required.
- Ensure that senior executives and the governance levels are engaged, aware of the on-going nature of recovery management, and support the backfilling of recovery team member's business-as-usual roles.

Recovery managers also need to consider their own personal wellbeing, and take appropriate steps to manage this via down-time and rotation.

4.4.4.5 Daily recovery management work schedule

An example schedule is provided within Appendix 6.

4.4.5 Information management

During recovery, the objective of emergency information management is similar to that in response - to manage and exchange timely, relevant, consistent, and reliable information to aid and support decision making that enables effective and integrated recovery management. During recovery, information needs to be captured and reported in a consistent manner.

4.4.4.6 Principles

The following principles apply to information management following an emergency:

1. Use, where practicable, systems that enable multi-agency use and visibility.
2. Use business-as-usual information supplied from and maintained by the responsible agencies.
3. Augment the business-as-usual information with information for the emergency, exchanged between the responding agencies.
4. Use normal communication methods and additional emergency communication methods in the order of their availability and effectiveness at the time.
5. Conform, where practicable, to equivalent business-as-usual practice and national standard specifications.

The key information management activities during recovery are:

- Management of information systems and processes
- Impact assessment and welfare needs assessment.

4.4.4.7 Management of information systems and processes

On-going management of information systems is required throughout recovery as the basis for capturing and collating information to inform decision-making.

Resourcing

The most important factor in ensuring effective management of information during recovery is to ensure that the function is recognised as a core function, and resourced adequately. Recovery experience from both large and small-medium events in New Zealand shows that the information management demands can be huge, even for small events.

Ensuring adequate resourcing is provided for the information management function during recovery is the responsibility of the logistics function, with oversight of the Recovery Manager.

The intelligence function

During the response phase, the Intelligence function is responsible for:

- Gathering, collating, and analysing response information.
- Developing and distributing processed intelligence as situation reports, situation maps, and other outputs aimed at developing a common operating picture.
- Developing and distributing intelligence that forecasts how the incident may develop.
- Managing the information collection plan.
- Contributing to the development of the Response Action Plan.

It is recommended that some form of intelligence function capability be retained and tailored to recovery activities during recovery management.

Maintaining the intelligence function into recovery will help to underpin the decision-making capabilities of the recovery manager and team.

Information collection, collation, and distribution

The most important considerations for information collection, collation and distribution during recovery are:

- Using response information and amending/enhancing as required.
- Collecting high quality, verified information to enable decision-making.
- Collecting task-specific detailed information on priority areas - normally welfare needs and building/infrastructure damage.
- Using GIS to develop spatial information to maintain situational awareness and underpin planning.
- Establishing efficient collection methods from multiple sources and collating from all sources.
- Ensuring that good records are kept, including photographs linked to properties.
- Coordinating needs assessment processes, and avoidance of multiple assessments by multiple agencies, which places additional stress on people.
- Developing privacy protocols for information-sharing in longer term events.

The Recovery Manager should seek advice and assistance from the intelligence function to support information collection, collation and distribution.

4.4.4.8 Impact assessment and welfare needs assessment

There is an ongoing need for impact and welfare needs assessments during recovery. Impact and welfare needs assessments provide the foundation for understanding the ongoing impacts of emergencies during recovery, and the changing needs of people over time.

Relationship to response

During the response phase, rapid impact assessment provides a quick, broad picture of the extent of damage suffered, in order to:

- Determine initial response activities.
- Direct the initial distribution of resources.
- Serve as a precursor to more detailed assessments, such as needs assessments or in-depth structural assessments.

Rapid impact assessments are carried out over the 8-48 hour timeframe, and form the basis for more detailed impact and welfare needs assessments.

Impact and welfare needs assessment during recovery

During recovery, the most commonly required assessments are welfare needs and building/infrastructure damage and repair, in both urban and rural areas.

During recovery, the requirements for impact and welfare needs assessment changes from a ‘simple, broad and quick’ approach to a ‘detailed, specific and long-term’ approach. The nature of information required for recovery moves towards long-term impacts and needs, such as long-term options for regeneration of infrastructure, and monitoring of psychosocial needs.

Rather than adopting new systems and processes, recovery impact and needs assessments should use the same systems as in response, and build upon and enhance the information gathered and processes developed during response.

During recovery, the delivery of services provided as a result of impact and welfare needs assessments will often be carried out by individual agencies using their own systems. Therefore, the need for clear reporting structures within Recovery Sector Groups is required, along with a process to follow up on delivery of services.

Procedures for the collection and collation of assessment information should be carried out according to the Tairāwhiti CDEM Group Plan and CDEM Group Welfare Plan 2018, in particular Appendices D, E, F and G.[10]

It is important that those doing an assessment are working collaboratively with the Group Recovery Manager, Public Information Manager and the Social Recovery Sector Group to ensure that affected people, stakeholders and the wider community are not overwhelmed with several agencies seeking information. A single united approach is required to information collection and dissemination.

Considerations for detailed impact and welfare needs assessments

Recovery experience shows that the following considerations are important for impact assessment and welfare needs assessment:

- Establish systems and processes for impact assessment and welfare needs assessment prior to recovery.
- Be clear on why information is being collected.
- Be proactive in welfare needs assessment - find out what is needed quickly, and follow up as needed over time. Silence does not mean that people are okay.
- Standardise the process and forms for information collection, and ensure collection is carried out properly. Simple forms are preferable.
- Ensure needs assessment is coordinated by regular communication with agencies and teams.
- Ensure that the needs of rural people and rural damage are assessed if required, and coordinate with Rural Support Trusts.
- Look for 'hidden' welfare needs that may develop over time – vulnerable people who may need support but not seek it, and
- Base prioritisation of recovery support on the hierarchy of needs.

4.4.5 Reporting

The purpose of reporting is to maintain recovery management 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.

[10] At the time of writing, the Group EMO is working on improved processes for impact and needs assessment information collection and collation to support decision-making.

Flexibility and simplicity

Reporting needs to cover the emergency from its beginning through to the transition from recovery. Reporting throughout recovery must therefore be flexible, simple and succinct, and have the necessary administrative assistance when required.

Targeted reporting

The level and type of reporting required is based on the size and scale of the event, and the target audience. Generally, reporting will be targeted to one or more of the following audiences:

- NEMA and other Central Government agencies.
- Local authority politicians, senior executives and staff.
- Recovery Sector Group chairs and agencies.
- The community affected by the emergency.
- Media and the general public.

What reporting should contain

Depending upon the size and scale of the recovery, reporting may be a simple overview and summary for small events, or as detailed as required for medium and large events.

Reporting should include some or all of the following elements:

- Event overview and current status:
  - Geographical area affected.
  - Nature of event.
  - Statistics.
  - Summary impact assessment.
- Transition arrangements (handover from response phase, on-going responsibilities, meetings schedule etc. per Transition Report).
- Recovery management overview, including governance, recovery offices and sector groups.
- Actions outstanding from response, including any critical issues/recovery management considerations.
- Recovery status/actions planned across the six recovery environments:
  - Social environment (welfare including numbers of people affected and needs; safety and security; health).
  - Built environment (residential housing; commercial and industrial property; public buildings/assets; rural farmland; lifelines utilities).
  - Economic environment (individuals; businesses; infrastructure).
  - Natural environment (ecosystems; waste/pollution; amenities).
  - Cultural environment (wahi tapu, heritage buildings, mahinga kai).
  - Rural environment: (a combination of the other four environments above for rural areas).
- Recovery management issues/priorities (as required):
  - Information management.
  - Public information management.
  - Financial management (cost tracking and reporting; Government financial support; management of relief funds).

- Rural sector (Enhanced Task Force Green).
- Community recovery programmes and management
- Recovery team arrangements.
- Exit strategy - definition of what constitutes the end of recovery management, and how transition will be made to business as usual.

The NEMA recovery report template for the above is provided in Appendix 7.

A Situation Report (SITREP) example is provided in Appendix 8.

Reporting responsibilities

Recovery Managers

The Group Recovery Manager is responsible for ensuring that regular reporting is undertaken by:

- Defining the types of reports required for the event.
- Ensuring that reporting is compatible with reporting developed during the response.
- Developing a reporting timetable.
- Ensuring that regular finance reports are completed.
- Ensuring that sector groups report on a regular basis.

Public Information Managers

Public Information Managers are responsible for ensuring that reporting is appropriately tailored towards the community affected by the emergency, the media and the general public.

4.4.6 Public Information Management

Public information management during recovery is critical to ensure that people and communities understand what is happening, know where to seek assistance throughout the recovery process, and to facilitate community involvement in recovery. The focus of public information management changes in recovery towards:

- Engaging people and communities in long-term community regeneration.
- Continuing to provide timely, accurate and clear practical information about the overall state of recovery and progress made, and issues such as public health, utilities, welfare, mayoral relief funds, grants, and assistance from government agencies.

The goals of public information management during recovery are the same as those in response - to provide information that:

- Creates strong public confidence.
- Provides effective advice to the public on what to do and where to go for assistance.
- Manages public expectations.
- Informs the public not affected by the emergency.

Public Information Management arrangements in the Tairāwhiti CDEM Group are outlined within the CDEM Group Plan[11], the Public Communication Strategy and the Public Information Plan.

[11] Tairāwhiti CDEM Group Plan, pp. 70-72.

4.4.6.9 Public Information Managers

During recovery, Public Information Managers play an important strategic and leadership role alongside recovery managers.

The Public Information Manager's responsibilities during response and recovery are managing the public information management team and functions. The functions include:

- Working with and monitoring the media.
- Issuing public information to the community and managing community relations.
- Monitoring social media and overseeing effective information flows from communities into the recovery office.
- Advising the Recovery Manager and attending meetings.
- Liaising with Mayors and Councillors and/or the CEG/CDEM Group members
- Collaborating with public information management personnel from other agencies.
- Preparing and leading media conferences.
- Working closely with recovery spokespeople, including briefing them before interviews.
- Ensuring information points and helplines are kept up to date, and liaising with the people managing site visits for VIPs and media.

4.4.6.10 Links to readiness and response

The effectiveness of public information management during recovery depends upon the planning and preparation activities undertaken during the readiness phase, and the management of public information at the start of the response phase.

Readiness activities include gathering information, fostering relationships, planning and setting up teams, workspaces and resources, developing systems and processes and training and development. Start-up during response involves activation, consultation with the Controller, confirming and sending initial messaging, and setting up a team, workspace, communications links and other processes.

The public information management function during recovery is usually a continuation of arrangements that are in place following response. The focus of public information therefore is around on-going management of media, coordination of messaging across agencies, information sharing in the recovery office, monitoring and evaluation of the effectiveness of messages, managing VIP visits and community liaison.

4.4.6.11 Important considerations

General Considerations

Communities in recovery are often under considerable stress, and may have difficulty accessing or understanding the messages being delivered. Experience from numerous events across New Zealand indicates that the following public information management considerations become particularly important during recovery:

- Public information management must be resourced adequately. Nobody will criticise leaders for 'communicating too well' with their communities.

- The importance of having the entire recovery team being committed to following through on promises made with clear communication – the public information section plans an important role in this.
- Coordination of information across the activities of those involved in recovery is crucial and the public information team needs to take the lead alongside the Recovery Manager for this.
- Do not underestimate the level of demand for information or resources required, even for small events.
- Wider public interest and awareness in an event often drops following response. The affected communities can be left feeling isolated, which needs to be managed by keeping the wider population informed.
- The demand for face-to-face engagement with communities is often high, and public information management must be closely aligned with community engagement and identify the appropriate methods and tools for engagement.
- Public information management messaging during recovery should:
  - Be simple and practical, such as who to contact for services or where to dump rubbish, and state the obvious.
  - Be regular and consistent, even when there is nothing new to update.
  - Utilise a combination of mediums - status sheets, newsletters, social media, billboards, hand-outs, emails, and website updates, depending upon what will work best for the local community.
  - Be linked to welfare and targeted to those most vulnerable.
  - Be down-to-earth, especially for rural communities.
  - Keep issues in front of the community and give an holistic view.
  - Project that Council is engaged, cares about communities, will support communities and is in control.
  - Be honest and give the 'hard' facts.
  - Quickly manage misinformation.
- Use social media to push messaging and monitor/receive feedback from communities. Don't underestimate the ability of disaffected individuals to derail recovery processes via the media, and actively manage the 'one truth'.
- Liaise with and keep local media in the loop, and use media accreditation for larger events if required.
- The Public Information Manager role in managing VIP visits and leveraging support is very important.
- Help people understand what happened during the event, and why.

4.4.5 Governance

The need for governance during recovery

Clear and effective governance arrangements are critical to the success of community recovery. Governance arrangements within Tairāwhiti are simplified because of the Unitary Authority status of Gisborne District Council.

Local governance during recovery

Governance leadership sets the whole tone and approach towards recovery management, and this shapes how recovery management is delivered to communities. Experience from recovery events shows that the following factors will greatly enhance recovery effectiveness:

- Highly engaged Mayors who get out on the ground, are the public 'face and voice' of the event, and who are the primary political link between the Council and communities.
- Mayors who play an oversight role by understanding issues first, and providing linkages and liaison with Government.
- Clarifying the roles and responsibilities of Councillors during recovery, and actively engaging them in recovery. Active involvement of Councillors in recovery will allow community leaders or champions to step forward, and utilise existing community networks and strengths.

Recovery manager considerations

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

- An appropriate level of resourcing is applied to recovery
- A 'drop-off' of interest and awareness of the event does not occur, and
- Recovery staff are adequately supported.

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

4.4.6 Financial management

4.4.6.1 Overview

Sound financial management and systems are required throughout the recovery process.

Council should activate pre-event financial arrangements for recovery (refer to section 3.7). Generally, this involves setting up event-specific cost centres using existing financial systems and processes, and maintaining robust financial records.

4.4.6.2 Financial management during recovery

The Group Recovery Manager has responsibility for ensuring that during recovery:

- Council financial systems are set up and managed
- The mechanisms for Government financial support to local authorities are understood, including the local threshold for support
- Senior management and Council are aware of the CDEM Group recovery funding arrangements, and specific Council funding mechanisms that may be employed to fund recovery activities.

4.4.6.3 Disaster relief funds

Arrangements for activating and managing the Tairawhiti Disaster Relief Fund should be made as soon as possible during recovery (refer to section 3.7.3).

4.4.6.4 Central government financial support and assistance during recovery

Government financial support to local authorities is provided during recovery under section 33 of the Guide to the National CDEM Plan. Government financial assistance to people affected by an emergency is a welfare sub-function during recovery, and is provided under section 14.12 of the Guide to the National CDEM Plan.

Recovery managers need to ensure that facilitation of access to Government financial assistance during recovery is coordinated via RES Groups. Financial assistance for individuals and insurance are often the two most pressing issues for communities during recovery.

Recovery managers also need to ensure that processes for accessing financial support to local authorities are activated and completed.

Refer to section 3.7.2, Appendix 3 and the Tairāwhiti CDEM Group Welfare Plan 2018 for further information.

4.4.7 Linking to reduction

While it is essential to consider risk and resilience when preparing for recovery, recovery management can present further opportunities to reduce risk and improve resilience. These opportunities need to be identified during recovery management.

Understanding risks and hazards

Reducing future risk does not mean that all communities should adopt a policy of 'building back better' without first understanding what that strategy would achieve. Assessing appropriate reduction strategies requires an in depth understanding of the future hazards and risks faced by a community and how these can managed or mitigated.

Working with experts

Recovery Managers need to work with engineers, planners and other specialists to identify opportunities for reducing the risks from future hazards. RES Groups should be encouraged to consider reduction, particularly in the built and natural recovery environments. Recovery managers should identify where additional expertise is required and ensure this is available to support the recovery process.

Reduction across the recovery environments

While the built and natural environments will play an important part in reduction, it is important that recovery managers identify opportunities for reduction across the recovery environments. Recovery may present opportunities for creating increased resilience in a local economy, or communities may put in place initiatives that promote connectedness and resilience.

Community engagement

Understanding how recovery activities can support risk reduction should begin in preparing for recovery and should canvas the views of the community. It is likely that affected communities will be highly engaged in how they can avoid or be protected from future events.

Conversations about hazard avoidance and mitigation can be difficult, particularly when future hazards cannot be managed to an acceptable level without relocation away from the source.

4.5 Ending recovery

Recovery management must have an end-point. Recovery management ends when the community no longer requires a recovery management structure to support social and economic activity. The wind-down of recovery management must be planned and staged.

There are three key considerations when ending recovery:

1. Monitoring recovery objectives and outcomes to determine when recovery has ended.
2. Development of an exit strategy.
3. Debrief and review.

4.5.1 Monitoring recovery objectives and outcomes

The importance of monitoring

An important part of recovery is understanding its pace and progress, and the impact of recovery measures on achieving objectives.

Monitoring and reporting on recovery in a clear, planned and coordinated way enables measurement of the effectiveness of recovery activities and identification of areas that may require additional effort or change.

The development of a monitoring plan that picks up on existing data and indicators, and involves key stakeholders is recommended for effective recovery management. A monitoring plan will help to determine end-points for recovery, and help to define when formal recovery efforts should end.

A good example of a monitoring plan is that of the Canterbury Earthquake Recovery Authority following the 2010 and 2011 Canterbury earthquakes.[12]

When to exit?

In general, recovery management ends once the affected community has been restored to a position in which normal social and economic activity may be resumed. As expressed in clause 89(3) of the National CDEM Plan:

> *'The aim of any government assistance is to provide the minimum level of assistance required to restore to the community the capacity for self-help and to provide solutions that are the most appropriate long-term solutions. This does not imply an obligation to restore a community to a better state than existed before the emergency, and nor is there an obligation to restore to previous levels if those are not sustainable in the longer term.'*

Appendix 9 provides some considerations for when to exit from recovery, based on experience of the British Red Cross in the Maldives[13].

[12] A copy of the monitoring plan is available at:
http://ceraarchive.dpmc.govt.nz/documents/monitoring-reporting-and-review-recovery-strategy

[13] Truelove, S. (2008). Exit Strategy: Leaving Responsibly: A Practical Guidance Document. British Red Cross Maldives Recovery Programme.

4.5.2 Exit strategy

Development of an exit strategy is a requirement of the National CDEM Plan 2015. An exit strategy is a systematic plan to achieve the formal withdrawal of the recovery management structure. The Recovery Manager, working alongside the RS Group chairs, is responsible for developing an exit strategy.

Development of an exit strategy includes:

- Definition of the transition process to business as usual in order to manage long-term recovery.
- An overview of assistance required by the community in the long-term.
- Long-term planning and reporting arrangements.
- Arrangements for the management of public information and communications.
- Identification of opportunities for communities to discuss unresolved issues and to continue to participate in their recovery.
- Changes to organisational arrangements for on-going recovery, including identification of agencies responsible for completing various tasks and actions, including the need for sector groups.
- Arrangements for debrief and review of recovery management.

Work on developing the exit strategy begins during preparation of the initial Recovery Action Plan, which is normally during the response phase. Initial strategy development will often be in outline form only, and the desired end-state may not become apparent for some time. Early definition of the end-state or outcomes of recovery and conditions for transition from recovery help to guide recovery management.

Development of the final exit strategy will normally be completed once recovery management activities are declining, and appropriate timing for ending recovery becomes clear.

4.5.3 Debriefing and review

Post-event learning is an essential element of successful recovery management. Post-event activities include preparing reports, undertaking organisational debriefs, reviewing plans and arrangements and documenting and implementing lessons learned.

While capturing lessons following recovery is important, it is equally as important to ensure that lessons learned are acted upon via a corrective action plan.

Recovery managers are responsible for ensuring that debriefing and review processes are undertaken following recovery management.

Debriefing and review of the emergency response will occur near the beginning of recovery, and may be a good opportunity to address any emerging issues that may impact upon recovery management.

Formal debriefing and review occurs at the discretion of the recovery manager, but is generally following the transition from recovery (once there are no longer formal recovery management structures in place).

Appendix 1: Recovery Sector Group leadership, membership and roles

	Social	Built	Economic	Natural environment	Cultural	Rural
Lead	CDEM Group Welfare Manager and Gisborne District Council: Transformation & Relationships Director Community Link (Local)	Gisborne District Council: Lifelines Director and Environmental Services & Protection Director	Activate Tairawhiti and Gisborne District Council: Transformation & Relationships Director	Gisborne District Council: Environmental Services & Protection Director	Iwi authorities. Depending on areas affected it may include: Ngati Porou, Ngati Oneone, Te Aitanga a Mahaki, Ngai Tamanuhiri, Rongowhakaata,	Rural Coordination Group Chair or nominated member
Members	**Core Welfare Coordination Group Members** Tairawhiti Emergency Management Office Manaaki Tairawhiti New Zealand Police Ministry for Vulnerable Children, Oranga Tamariki Haoura Tairāwhiti District Health Board/ Medical Officers of Health Ministry of Business, Innovation and Employment Ministry of Social Development Ministry for Primary Industries **Other Core Members (co-opted)** NEMA representative Community Link Rural Coordination Group Chair Te Puni Kokiri The Salvation Army	**Buildings** Tairawhiti Emergency Management Office Gisborne District Council: Building Manager and staff; Planning/Regulatory Manager and staff Construction Companies Civil Construction NZ Large commercial building owners Tenants associations Master Builders Association Waste disposal Earthquake Commission Private insurers Banks Ministry of Business, Innovation and Employment **Lifelines** Lifeline Utility Coordinator	Tairawhiti Emergency Management Office Gisborne Chamber of Commerce Gisborne District Council Tairāwhiti Polytech Large businesses Private insurers Banks (or industry representative) Iwi development agencies Ministry of Social Development New Zealand Trade and Enterprise Ministry of Business, Innovation and Employment Earthquake Commission	Tairawhiti Emergency Management Office Gisborne District Council: Science Manager and staff; Planning/Regulatory Manager and staff Community Link Iwi authorities Department of Conservation Crown Research Institutes Environmental consultants Ministry for the Environment	Tairawhiti Emergency Management Office Hapu within affected rohe Te Puni Kokiri Heritage NZ Tairawhiti Museum and Art Gallery Ministry for Culture and Heritage Gisborne District Council Department of Conservation	Tairawhiti Emergency Management Office Rural Coordination Group Rural Support Trust Ministry for Primary Industries Federated Farmers Dairy NZ Fonterra/Open Country Gisborne District Council Farming Women Tairawhiti Community Link Rural Women NZ Young Farmers Beef + Lamb NZ Veterinarians Association Rural Contractors NZ Social services (via Group Welfare Manager) Earthquake Commission Private insurers Banks Deer farmers Rural Post Road Transport

	Social	Built	Economic	Natural environment	Cultural	Rural
	New Zealand Red Cross **Wider Welfare Coordination Group Membership** Accident Compensation Corporation Ministry of Health Earthquake Commission Federated Farmers or New Zealand Rural Support Trust Farming Women Tairawhiti Housing New Zealand Corporation Ministry of Education New Zealand Companion Animal Council New Zealand Institute of Animal Control Officers New Zealand Veterinary Association Society for the Protection of Cruelty to Animals St John Victim Support Animal Control (Gisborne District Council) Volunteer groups, including church and neighbourhood support Non-government organisations Citizens Advice Bureau	Lifelines utilities: • Gisborne District Council • New Zealand Transport Agency • Transpower • Eastland Network • Spark • Telstra • First Gas • Gisborne Airport • Eastland Port				Association NZ

Recovery Sector Group Roles

Social:

- Coordinating and collating community welfare needs assessment.
- Coordinating the efforts of agencies that have significant recovery roles in the social environment.
- Continuing to coordinate support to provide services across the welfare sub-functions, such as provision of accommodation, catering, medication and household good and services.
- Coordination of psychosocial support, including delivery of counselling services and support mechanisms for managing trauma and stress.
- Providing support for culturally and linguistically diverse communities.
- Assessing employment and financial issues, and coordinating agency support (including liaison with the Economic Recovery Sector Group).
- Monitoring health needs and facilitate provision of healthcare.
- Supporting re-establishment of education services.
- Monitoring environmental health, providing disease control and provision of environmental health advice and resources.
- Establish recovery centres ('one-stop shops') in collaboration with other RES Groups.
- Liaison with relevant agencies on care of foreign nationals/tourists.
- Liaison with community leaders and communication with communities.

Built/property:

- Establishment and deployment of building and infrastructure damage assessment teams.
- Prioritisation of restoration of critical services and facilities.
- Coordination of building demolition consent or building restriction.
- Supporting fast tracking of recovery activities via provision of advice on land-use zoning and remediation.
- Coordination of specialist resources, skilled workers and tasks.
- Coordination of rebuilds (e.g. one trench, multiple services) and resealing.
- Monitoring of work standards.
- Coordination of disposal of general waste and hazardous/dangerous materials.

Economic:

- Assess the economic impact on the community, business, rural and manufacturing sectors, and identify organisations that can contribute to recovery.
- Provide support for local businesses in reopening/recovering via economic advice and assistance.
- Support the restoration of tourism via promotions and public information management.
- Support the resolution of insurance and other financial issues.
- Encourage the maximum use of local resources.

Natural environment:

- Assess the impact of the event on the environment, including issues around land instability, river and catchment management and waste disposal.

- Providing support and advice on managing the impacts of the event on the natural environment, and minimising future land-use risks.

Cultural:

- Identifying loss of cultural taonga such as mahinga kai, wahi tapu, heritage buildings.
- Advising on cultural impacts of proposed recovery efforts.

Rural:

- Assessment of rural impacts and needs, and provision of advice to recovery offices.
- Liaison with all rural-based stakeholders, and co-ordination of all rural-based recovery efforts.
- Providing or facilitating referral to farm management expertise and advice, and linking with Social and Economic Recovery Sector Groups to provide advice as required.

Appendix 2: Government financial support and assistance to local authorities

Government financial support to local authorities

Principles and objectives of Government financial support to local authorities

The government considers that local risks are the responsibility of local authorities. Any government assistance following an emergency is provided on the assumption that local authorities bear the primary responsibility for financial costs within their geographical area.

Government financial support to local authorities for recovery recognises that government has a role in the recovery process after an emergency that has significant consequences. It also recognises that there may be events, or sequence of events, that mean a local authority will struggle to fund appropriate outcomes for the community.

Government financial support to local authorities comprises essential infrastructure recovery repairs, disaster relief funds, road and bridge repair subsidies and special policy for recovery, as outlined below.

Essential infrastructure recovery repairs

Eligibility criteria for essential infrastructure repairs is outlined in *Section 33 of the Guide to the National CDEM Plan*. The message remains clear that local authorities should adequately protect themselves through asset and risk management prior to an event.

Expenses for infrastructure repairs can be claimed through the expense claim process. For further information refer to *Appendix D of the Logistics in CDEM Director's Guideline*, available at www.civildefence.govt.nz

Disaster relief funds

Ministers may authorise up to $100,000 to contribute toward a disaster relief fund. Any larger contribution would require approval of Cabinet.

See section 3.7.4 Relief funds.

Road and bridge repair subsidies

The New Zealand Transport Agency may provide financial support towards the costs of road and bridge repair after a weather event or other natural disaster. Local authorities should work with the New Zealand Transport Agency to determine the level of support available.

Special policy for recovery

Special policy support may be available to local authorities, as stated in the National CDEM Plan 2015:

> *164 Special policy for recovery*
>
> *Special policy financial support may be available to local authorities in cases where, to decrease the likelihood of the occurrence of a similar emergency, funding in addition to existing resources is required for—*
>
> *(a) new programmes of work to meet specific needs in an affected region; or*
>
> *(b) the upgrading of facilities to a level that is higher than existed previously.*

If local authorities consider they face circumstances that warrant an exception to the policies already outlined they may advise NEMA that such assistance is being sought. The onus is on the local authority to justify the proposal, including thorough evaluation of options, other funding sources considered and community consultation in a business case proposal.

Enhanced Task Force Green

Enhanced Task Force Green (ETFG) is available for the clean-up after an emergency event that has caused significant damage in a region. The CDEM Group or local councils may engage with Work and Income to make appropriate arrangements for ETFG workers and supervisors to assist with clean-up projects.

ETFG assistance may cover the costs of wages for workers and supervisors, the purchase of personal safety gear, the hire of light equipment and transport (such as chainsaws, vans or four-wheel-drive vehicles), and a start-up grant for local authorities to assist with administration costs.

Councils and recovery managers will need to consider the potential health and safety risks and obligations for workers, because under the scheme, Councils are the employers.

Guidance on Government financial support to local authorities is set out in *Section 33 of the Guide to the National CDEM Plan*, and the claims process is explained in *Appendix D of the Logistics in CDEM: Director's Guideline for Civil Defence Emergency Management Groups [DGL 17/15*].

Recovery managers should become familiar with the above guidance prior to recovery.

Government Financial Assistance

Financial assistance is a welfare sub-function that involves the provision of information about, and access to, the range of financial assistance available to people affected by an emergency.

Agency responsible and support agencies

The Ministry of Social Development coordinates the provision of information about, and access to, the range of financial assistance available to people affected by an emergency at the national and CDEM Group levels.

Support agencies include Accident Compensation Corporation, Earthquake Commission, Inland Revenue, Insurance Council of New Zealand, Ministry of Business, Innovation and Employment, Ministry of Primary Industries, New Zealand Red Cross, Salvation Army, Community based organisations and networks and local authorities.

Prior to recovery management, recovery managers should become familiar with the arrangements in *Section 14.13 of the Guide to the National CDEM Plan*, and *Section 13 (Financial Assistance) of the Welfare Services in an Emergency Director's Guideline [DGL 11/15])*.

In addition, efforts should be made to understand group welfare arrangements and how these operate in relation to financial assistance. Close liaison with the Group Welfare Manager will help facilitate this requirement.

Appendix 3: Typical recovery management meeting agenda

The following agenda can be used during cross-agency recovery coordination meetings at either Group or local levels.

Step	Action
1	Chair welcomes members, additional attendees are introduced and acknowledged.
2	Minutes from last meeting are confirmed.
3	Action points from last meeting are updated.
4	Situation and impact assessment update.
5	Hazard and risk update (such as weather updates and river systems status for floods, ongoing aftershocks for earthquakes etc.)
6	Recovery Sector Groups update
8	NEMA representative: Impact nationally and/or to other regions.
9	Emerging issues/actions.
10	Progress towards objectives and CDEM Group recovery principles.
11	Exit strategy and end-points.
12	General business.
13	Meeting closes (Meeting schedule – next meeting date and time).

Appendix 4: Recovery Manager Terms of Reference

The Recovery Manager is appointed by the Tairāwhiti Civil Defence Emergency Management Group and reports to the Co-ordinating Executive Group.

The Recovery Manager must also maintain a close working liaison with the National Emergency Management Agency for confirmation and co-ordination of Government support.

The Recovery Manager is tasked with co-ordinating the activities required for the Gisborne District to return to normal social and economic activity as soon as possible.

To achieve this, the Recovery Manager will:

- Establish an appropriate management structure for the co-ordination of recovery efforts across the Tairāwhiti Civil Defence Emergency Management Group area, consistent with the Tairāwhiti Civil Defence Emergency Management Group Plan.
- Establish an office for the co-ordination of recovery efforts in consultation with the administering authority and agencies with a primary role in recovery.
- Chair the Recovery Management Team and attend the Recovery Sector Group meetings as necessary.
- Ensure the collection, collation, and analysis of impact assessments undertaken by agencies during the response.
- Identify and seek to resolve gaps in the impact assessment(s) if necessary.
- Plan and implement recovery options in conjunction with agencies and the affected community.
- Establish priorities for recovery works and deadlines.
- Identify whether adequate statutory or regulatory authorities exist to aid recovery, and assess the need for a Transition Period.
- Consider resource requirements including equipment, facilities, personnel, and funding for the recovery management function.
- Actively promote donations that are consistent with the needs of the community.
- Assist with the decision to establish a Gisborne District Disaster Relief Fund for equitable distribution of relief funds and assist with the on-going fund management as required.
- Disseminate information to agencies and the affected community.
- Identify and establish systems for financial accountability of the recovery operation in line with the Civil Defence Emergency Management administering authority.
- Inform and advise the Tairāwhiti Co-ordinating Executive Group on a regular basis and the Civil Defence Emergency Management Group as required.
- Inform and advise the National Emergency Management Agency on a regular basis.

Appendix 5: Recovery Action Plan template

Note: table text is example only

Event:
Date of Event:
Districts affected: Gisborne District Council
Recovery Manager for Event:
Deputy Recovery Manager for Event:
Date Recovery Action Plan commences:
Date to Review Recovery Action Plan:

Date identified for transition from response to recovery activity:

Date for Transition	Activity	Controller & Recovery Manager

Brief Sitrep:

Date	Current Situation

Schedule of Meetings:

Start Date	Type of Meeting	Agencies that may attend
	Weekly Recovery Meeting Every Monday at ……. at Gisborne District Council	• Group Recovery Manager; • Work & Income; • Te Puni Kokiri (TPK); • Victim Support; • Rural Support Trust; • IRD; • WSP Opus; • Gisborne District Council (GDC) Roading Division; • Ministry of Primary Industries; and • other agencies as required.

Key short and medium term recovery priorities:

Date	Short Term Recovery Priorities	Agency Responsible	Date to be Completed	Date Completed
Social Sector				
Built/Property Sector				
Natural Environment Sector				
Economic Sector				
Cultural Sector				
Rural Sector				
Recovery Office				
	Planning & Reporting • Recovery Update reports compiled each Thursday. Key agencies to send updated information to Recovery Office by 10am each Thursday. • Weekly Recovery meetings of key agencies arranged to ensure coordinated and integrated recovery assistance. • Coordinate results of impact assessment. • Identification of new or emerging recovery issues.	Recovery Team	Ongoing	
	Claims Process • Compile Cat A costs and liaise with NEMA EMA. • Compile response and recovery costs to see whether they meet the threshold to be eligible for Cat B Claims. • Manage cost centre for this flood event.	Recovery Team	Ongoing	

	Communications 1. Media • Media statements prepared as required. • Provide media liaison contact. 2. Public Information • Beyond the Flood (community newsletter) compiled by the Recovery Team on a weekly basis for the first month, then frequency of newsletters will be reviewed. • Additional recovery information (notification of contacts numbers, public meetings etc) to be published in local papers as required. • Community Meetings arranged as required.	Recovery Team	Ongoing	
	Visits by VIPs Recovery team to coordinate visits by VIPs, Ministers and others.	Recovery Team	Ongoing	
	Organisational Debriefing Facilitate or arrange facilitators for organisational debriefing following response to flood.	Recovery Team	Ongoing	

Note: The above priorities will be reviewed on a fortnightly basis and more frequently if needed.

Key Long Term Priorities:

Date	Long Term Recovery Priorities	Agency Responsible	Date to be completed	Date Completed
Social Sector				
	Social Support Access to social support, home visits, advocacy, referral and case management.	Victim Support	Ongoing	
Built/Property Sector				
	Rural Farmland Implementation of Government Assistance Package	MPI	TBC	
Economic Sector				
Natural Environment Sector				
Cultural Sector				
Rural Sector				
Recovery Office				
	Planning & Reporting • Recovery Update reports to compiled fortnightly then monthly. Key agencies to send updated information to Recovery Office by 10am of the day of the report.	Recovery Team	Ongoing	

	• Recovery meetings to be held fortnightly then monthly, then six weekly to ensure coordinated and integrated recovery assistance. • Identification of new or emerging recovery issues.			
	Claims Process • Complete Cat A costs • Manage cost centre for this flood event.	Recovery Team	Ongoing	
	Communications 1. Media • Media statements prepared as required. • Provide media liaison contact. 2. Public Information • Beyond the Flood (community newsletter) compiled by the Recovery Team on a monthly basis. • Additional recovery information (notification of contacts numbers, public meetings etc) to be published in local papers as required.	Recovery Team	Ongoing	
	Visits by VIPs Recovery team to coordinate visits by VIPs, Ministers and others.	Recovery Team	Ongoing	
	Organisational Debriefing Facilitate or arrange facilitators for organisational debriefing during recovery on a 3 or 6 monthly basis.	Recovery Team	Ongoing	

Development of an Exit Strategy (to be reviewed on a monthly basis):

Activity	Tasks	Agency responsible
Identification of assistance required in the longer term	• Continued access to social support and keeping key agencies involved. • Monitoring of on-farm impacts	Recovery Team, Work & Income, Victim Support, Fed Farmers, MAF
A transition to business as usual to manage long term recovery activities	• A recovery team was established on 22 October. As recovery processes and systems are put in place, the staffing demands will decrease over time. It is envisaged that the Deputy Recovery Manager will continue to monitor recovery activity in the long term with key agencies.	Recovery Team
Planning and reporting in the longer term	• Recovery Updates to continue to be compiled on a monthly basis for at least the first twelve months.	Recovery Team
Management of public information and communications	• Regular publication of Beyond the Flood for the first twelve months and then on an 'as required' basis.	Comms
Opportunities for communities to discuss unresolved issues and continue to participate in their recovery	• Plan for regular community meetings during the first twelve months on an 'as required' basis. • Identify opportunities for communities to participate in recovery activities such as: • any proposed changes to LTCCP; • consultation on decisions which will affect the communities; • method of implementation of government assistance packages; and • celebrations of milestones such as community BBQs on anniversary.	Recovery Team /GDC
Changes to organisational arrangements including need for subcommittees and contact lists	• Review frequency of recovery meetings in medium and long term and build on business as usual meetings such as the regular meeting of the WAG.	Recovery Team
Learning from the event: debriefing and reviewing	• Hold regular organisational debriefs during recovery including when recovery transitions to being managed as part of business as usual.	Recovery Team

Appendix 6: Daily recovery management operational schedule

The following table provides an example of a Coordination Centre operational schedule during recovery, which can be customised to suit any event as required.

Time	Event/Task	Responsibility/attendance
0730	New staff induction	Logistics
0800	Functional team meetings/daily briefings	Function managers and teams
0830	Recovery Management Team meeting	RMT members
0900	Daily briefing	All staff/stakeholders
1000	Recovery Situation Report released	Intelligence
1030	Media briefing	Recovery Manager; Public Information Manager
1100	Recovery Action Plan update complete	Planning and Intelligence
1300	RS Group Chairs daily meeting	Recovery Manager; RS Group Chairs;
1400	Individual RS Group meetings	RS Group Chairs and members as required
1500	Operational Plan update complete	Operations
1600	Recovery Management Team meeting	RMT members
1630	Recovery Situation Report update released	Intelligence
1630	Next day schedule and task plan complete	Planning and Intelligence
1700	Shift Close	Logistics

Appendix 7: Recovery reporting template

Gisborne District Council
Recovery Status Report

Event:		
Regions/Districts/Wards affected:		
Date:		
Report Number:	#	
Time period covered:		
Date next Report due:		
Distributed to:	Joint Committee, CEG, Group Recovery Manager, NEMA	
Frequency:	Weekly/fortnightly/monthly	
Prepared by:	Name	Title
Signed off by:	Name	Title

Replace yellow highlights with relevant information or delete if not applicable.

This template from NEMA's Recovery Toolkit aims to help CDEM Groups and local authorities prepare and support their communities to recover after an emergency, meet their legislative duties and elevate recovery preparedness across New Zealand. The templates provide suggestions based on lessons from previous recoveries - they are not prescriptive. Please email NEMARecovery@dpmc.govt.nz with your feedback and suggestions.

Executive Summary

Overall status of recovery:

Green = on track according to Recovery Action Plan

Orange = issue could result in change of scope or timing but is being managed

Highlights and milestones from this period:

Key priorities this week/month

Action #	RES Group/ Project	Action	Expected outcome
1.	Eg, Social, Built, Natural, Economic, Cultural, Rural, Financial, Community engagement, Communications		
2.			
3.			

Current or emerging risks and issues

Add new risks and issues to Recovery Action Plan and Risk Register. See Risk and Opportunities template on www.civildefence.govt.nz.

Issue	Impact	Actions taken	Expected outcome	Indicator	Organisation	Responsible person	Expected completion date
Eg, change in recovery Office structure, resourcing issues							

Progress against Recovery Action Plan

Green = on track according to Recovery Action Plan

Orange = issue could result in change of scope or timing but is being managed

Action #	RES Group/ Project	Action	Expected outcome	Indicator	Organisation	Responsible person	Progress	Expected completion date	Status
1.	Eg, Social, Built, Natural, Economic, Cultural, Rural, Financial, Community engagement, Communications						Green, orange or red		Eg Not started, On track, Complete
2.									
3.									

Key indicators

Item	This week	Last week	Comment
Number of uninhabitable houses			
Number of people in emergency accommodation			
Number of families needing temporary accommodation			
Number of families back homes			
Number of families not known whereabouts of			
Number of people needing welfare services			
Number of insurance claims			
Number of insurance claims resolved			
Number of families with no insurance			
Number of families with under insurance			
Number of applications to Mayoral Relief Fund			
Number of Mayoral Relief Fund grants and $ amounts			

Appendix 8: Situation Report (Example only)

Situation Report

Coordination facility:	SITREP number:
Event name:	Effective as at:
Activation status:	Declaration status:
Declared area:	Time declared:
	Declaration expires:

Overview

Summary of Incident / Event (Summary of what has happened, and any critical issues/decisions made.)

Actions Carried Out: (Summary of what support agencies are doing, what has been done since previous SITREP or Action Plan, any coordination issues and priority actions.)

Predicted Incident / Event Progression: (How the situation is anticipated to evolve – cause factors, consequences and response.)

Resources in Place: (Key Resources being used.)

Resources Required: (These need to be requested on separate "Resource Request" forms but can be summarised here.)

Limiting Factors: (Anything that is, or is likely to affect the effectiveness of the response.)

Assessment: (Any critical issues or assumptions made.)

Options: (Outline major options for action that have been or are being considered.)

Intended Actions: (Outline significant actions intended in current and subsequent operations.)

Social/Community

Summary: (Summary of social/community information)

Cultural

Summary: (Summary of cultural information)

People missing, injured, fatalities

Area	Missing #	Injured #	Fatalities #	Additional information

Evacuations

Area	Numbers evacuated	Numbers in or requiring temporary shelter		Numbers in or requiring long term shelter		Additional information
		In	Req.	In	Req.	

Hospitals and Medical Centres: (Status of these facilities, what impacts or consequences are occurring, are they managing?)

Specialist Care Facilities: (Status of these facilities, what impacts or consequences are occurring, are they managing?)

Educational Institutions: (Status of the education sector, have schools closed?)

Transportation status

Service	Description
Road	State highway (note CDEM Group region), large scale local road outage. Detail the extent of damage, area affected, response taken and length of time to reinstate including any known issues with public transport.
Airport	Detail the extent of damage, the area affected, response taken and length of time to reinstate including any known issues with aircraft, ships and trains
Port	
Rail	

Status	Definition
Green	Open/working/normal
Orange	Partial impact/limited service
Red	Closed/not working

Type the word and/or colour cell to match status

Area	Roads	Airports	Ports	Rail	Additional information

Lifeline utility status

(detail the extent of damage, the area affected, response taken and length of time to reinstatement)

Area	Electricity	Petroleum	Telecoms	Water	Sewerage	FMCG	Additional information

Lifeline Utility Needs: (Are there any critical needs that should be outlined? Who is dealing with it/is it being dealt with?)

Property status

Commercial Property: (Numbers and locations of seriously damaged and condemned.)

Housing and Property Needs: (Numbers and locations of seriously damaged and condemned.)

Environmental status

Natural Resources: (Damaged resources such as ploughable land, quarries, mines or water supplies.)

Biodiversity and Ecosystems: (Habitat or foodstuff loss, destruction of plants and animals, changes in past population dynamics etc.)

Waste and Pollution: (Debris, garbage and spills, issues with large scale removal and processing etc.)

Environmental Needs: (Are there any critical needs that should be outlined? Who is dealing with it/is it being dealt with?)

Rural status

Farming Community and Agriculture: (Extent of impact on the farming community and response taken.)

Rural Needs: (Are there any critical needs that should be outlined? Who is dealing with it/is it being dealt with?)

International

International Liaison: (Any activity of the International Assistance Cell, MFAT, and other agencies, etc.)

International Assistance: (That has been agreed and actioned (approved by DESC) and their status e.g. field hospital deployment to affected areas.)

International Needs: (Are there any critical needs that should be outlined? Who is dealing with it/is it being dealt with?)

Additional information

Hazards: (Are there any critical needs that should be outlined? Who is dealing with it/is it being dealt with?)

Outline Plans: (Outline the response objectives and activities that will lead to the next phase of the response – transition to recovery or exit strategy. Note the priorities.)

Support Agencies: (List of agencies involved in the response.)

Report authorised by:	Report prepared by:
Date/time of approval:	Next situation report will be issued at:

Appendix 9: Key factors for sustainable exit

Some key factors, loosely categorised, for a sustainable exit are:

Closure:

- Consider what is driving the exit (funding, time or programme completion?)
- Meet legal and financial obligations transparently
- Establishing timelines early on.
- Transparent asset donation/ disposal with proper documentation
- avoid raising expectations

Planning:

- Plan for a good legacy (no unfulfilled promises or incomplete projects).
- Integrate capacity building of stakeholders early on, particularly if likely to handover to them on exit.
- Be clear about what responsibilities if any we should have after exit.
- Implement monitoring towards exit objectives early
- Early identification of minimum requirements for what should be left
- Ensure no unfinished business
- Look to the long term and how your programmes will be maintained in the long term (spare parts, fixing skills, maintenance regimes).
- Capacity building of locals and other organisations who may take over when you exit.
- Community involvement (participation, empowerment, advocacy to assist communities to access future funding and support)
- Look to how you can manage your risks.
- Identify what we are not prepared to leave behind (failures)
- Consider advocacy capacity building of communities, so that on exit, they are better placed to gain access to future support from other agencies (e.g. proposal writing and clear information of what funding and organisations are available).
- Leave good documentation for post programme evaluations.
- Consider the needs of final evaluations well before the end of the programme. Monitor against indicators.
- Properly brief those left behind to deal with any matters arising after departure. This may include sharing difficult information openly with partners or stakeholders.

Communications:

- Communicate clearly and early to stakeholders and particularly communities when we will leave.
- Communicate and coordinate timelines with stakeholders.
- Communicate responsibilities of communities to them in good time.
- The people who are left behind after exit (usually communities and local staff) should play a part in designing the strategy, and be well informed throughout, and well briefed at exit.

- Record the lessons learnt from the programme (and consider doing this with programme partners), act on them and ensure that the lessons are documented, disseminated and stored in a way that will ensure organisation learning.

Community Involvement:

- Active participation by the community themselves rather than through intermediaries or 'representatives'.
- Empowerment, capacity building and advocacy.
- Capacity building and Institution strengthening:
- Training staff, stakeholders and communities in particular.
- Having a local staff member as a counterpart.