



HAWKE'S BAY  
EMERGENCY MANAGEMENT GROUP

# GROUP RECOVERY STRATEGY 2014-2019

HAWKE'S BAY CIVIL DEFENCE  
EMERGENCY MANAGEMENT  
TE RĀKAU WHAKAMARUMARU  
KI TE MATAU A MĀUI





# FOREWORD

People in Hawke's Bay learnt first hand after the earthquake in 1931 that it can take many years, even decades, for the community to recover from a catastrophic emergency event. We can see this in the Canterbury region today as those communities continue to struggle with the effects of the 2010 and 2011 earthquakes. The recovery there will clearly continue for a long time.

In Hawke's Bay we have also experienced the time it takes for communities to recover from local events that may not result in widespread devastation but can still disrupt life for people, such as localised flooding, beach erosion and sea inundation, storms, and smaller earthquakes and many more natural or man-made emergencies.

We have learned that, no matter what the scale of the event is, it is the effective recovery planning and an efficient recovery response that will reduce its ongoing social and economic impacts on an affected community. We also see that well prepared communities are more likely to be resilient, that the effects of the impact are reduced, and that the recovery process is smoother and faster, enabling affected communities to return to 'normal' more quickly.

This Strategy has been developed in consultation with Civil Defence Emergency Management (CDEM) stakeholders at a local and national level with the intention of having our Hawke's Bay community better prepared for emergencies. The Strategy incorporates practical lessons from the Canterbury earthquakes and the ongoing recovery processes in action there. It also uses Ministry of Civil Defence and Emergency Management guidelines that have incorporated the knowledge and experience gained from Christchurch and events overseas.



The Strategy provides the Hawke's Bay CDEM Group with:

- a context for recovery and an understanding of what recovery entails;
- strategic guidance, by defining the values, principles and priorities relevant to recovery;
- strategies to embed recovery into readiness activities which will increase community resilience thereby reducing the level of need for recovery;
- a structure which is scalable and enables us to adapt our response to the level of the event;
- a current best practice approach to planning and implementing a recovery; and
- tools and templates which can be adapted to use in any emergency event.

This Strategy is a significant step forward for the HBCDEM Group's emergency preparedness. In approving this Strategy, the Joint Committee intends it to be a catalyst to help build resilience, capacity and capability for our communities to recover prior to, during, and after an emergency event of any scale.

So while this Strategy has been developed to guide the Group's Recovery from an emergency event, the Joint Committee believe that to achieve consistency in recovery planning throughout the Group this strategy should now be used, either as a template or for guidance, by the Local Authorities to develop their own Recovery Plan.



Image: Dr Kate Pedley, University of Canterbury Department of Geological Sciences.



# **GROUP RECOVERY STRATEGY**

**2014-2019**



Image: John Cowpland



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Image: John Cowpland



**He aha te mea nui ki tēnei ao?  
He tangata, he tangata, he tangata.**

**What is the most important thing in the world?  
It is people, people, people.**

Maori Whakatauki

**“Our success will not be measured by the kilometres of pipe and road that we replace, but by the way people come through this.”**

Jim Palmer, Chief Executive, Waimakariri District Council. October 2010.



# CONTEXT

PROVIDES A BASIC UNDERSTANDING OF THE RECOVERY ENVIRONMENT

# INTRODUCTION TO RECOVERY

Recovery is the last of the '4Rs' which make up the integrated and comprehensive approach to Civil Defence Emergency Management in New Zealand.

While Recovery could be viewed as the final part of managing a CDEM emergency, recovery activities and actions must in fact be considered during the entire continuum of Reduction, Readiness, Response and, of course, Recovery.

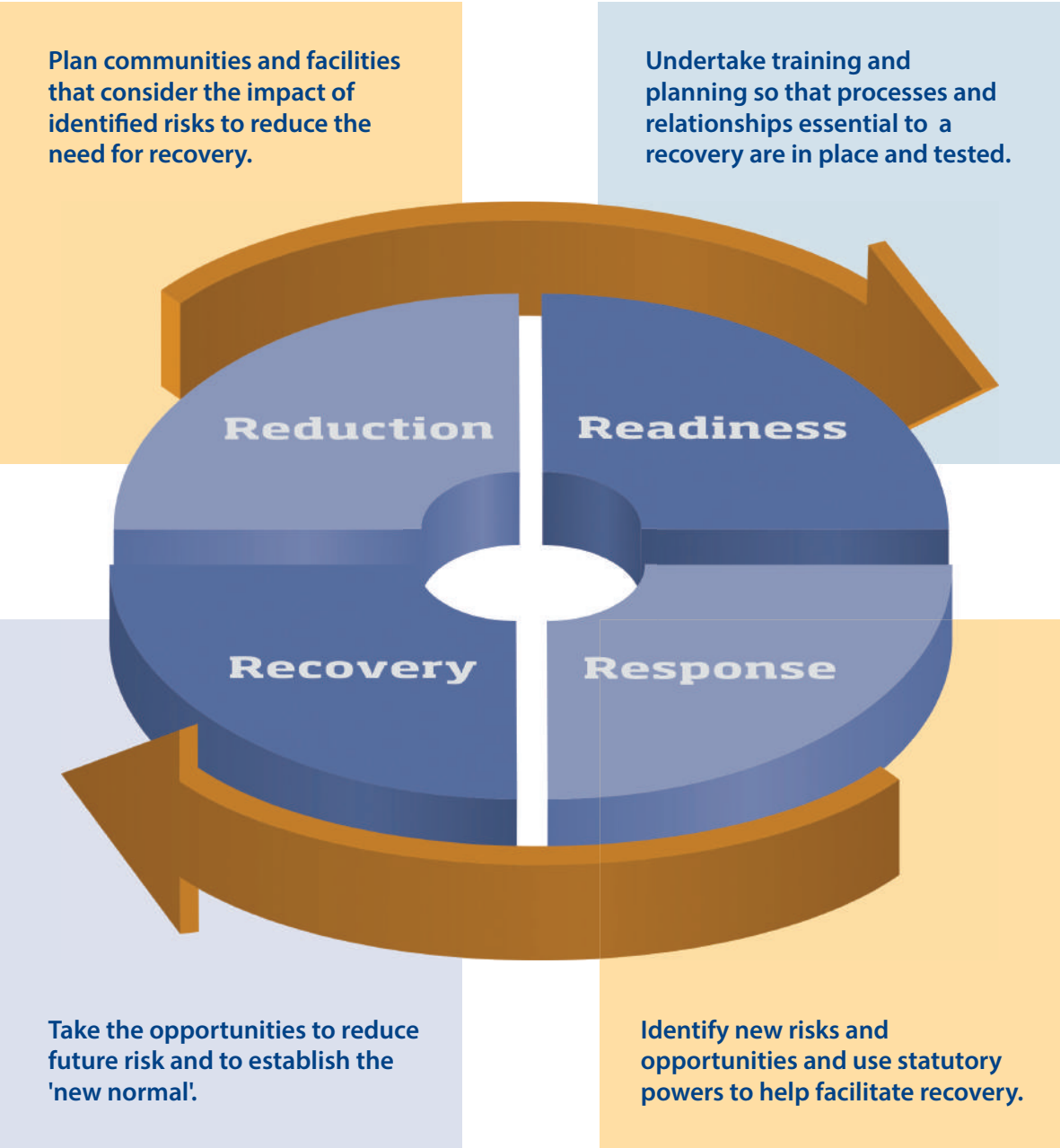


Figure 1: Recovery in relation to the 4Rs of Emergency Management



The Response to any emergency will drain the physical and emotional energy of a community and responding organisations, making the move to Recovery seem like an anti-climax to the 'main event'. A risk to our community is that the recovery is often undervalued and is not properly thought through or planned for during the emergency management process.

However the Recovery is arguably the most critical of the four 'R's because of the impact this process will have on the long term welfare and viability of an affected community. If an affected community is to recover quickly and effectively

from any emergency, planning for Recovery must be woven through all aspects of Reduction, Readiness, and Response.

When applied effectively, the Recovery will use lessons and best practice of the day to reduce the risk for the community in the future and provide opportunities to improve and adapt our environment. Therefore recovery is an exciting opportunity to build a more resilient and vibrant community for the future. For example, the legacy of the 1931 Hawke's Bay earthquake is internationally renowned architecture and a unique identity.

## DEFINING RECOVERY

### THE DIRECTOR'S GUIDELINES DEFINE RECOVERY AS:

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

So recovery is a developmental and remedial process encompassing the following activities:

- minimising the escalation and the consequences of the disaster;
- regeneration of emotional, social and physical well-being of individuals and communities;
- taking opportunities to adapt to meet the physical, environmental, economic and psycho-social future needs; and,
- reducing future exposure to hazards and their associated risks.

The end point for a Recovery is not easy to identify or define. As a part of learning from the effects of any event and in mitigating the risks that created the emergency situation, the community is unlikely to return to the state that existed before the event.

Changes made either as part of the response to the event or by decisions made in the recovery

process will establish a 'new normal' state within which the community lives and manages its changed environment.

These new normal recovery processes may well continue for a long time and in a major event will very probably continue long after the Joint Committee has approved the Group Recovery Exit Strategy and closed the Group Recovery Office.

This 'new normal' environment will be adopted into the 'business as usual' practices of territorial local authorities and organisations working on specific aspects of the recovery.

Meanwhile the community will move into new Reduction and Readiness phases. They will start preparing for the next emergency event, and aiming to minimise the impact and the subsequent need for a response and recovery from whatever that emergency may be.

## THE RECOVERY PROCESS

The actual recovery from an emergency event begins as soon as an event occurs. Therefore it is essential that the Group Recovery Manager is working closely with the Group Controller during the response to an emergency. Long term Recovery planning will be guided and influenced by Response activities and results, and vice versa. It is important to the effectiveness of the recovery that this planning is done in parallel.

The Recovery activity proper will start with the cancellation of the state of emergency, or may also be initiated when directed by the Joint Committee following an emergency where a state of emergency has not been declared.

Whatever the circumstances, it is important that the transition from Response to Recovery is smooth and as seamless as is possible. To achieve this, the following will ideally be in place before either the cancellation of the state of emergency or the transition to recovery occurs:

- All known issues needing the powers of the Group Controller for the Response, as provided for in the Act, will have been dealt with.
- The Group Recovery Manager's (GRM) appointment and delegations will have been confirmed by the Joint Committee or relevant Council and outlined clearly in a Terms of Reference (TOR). Appendix C provides a template.
- The Recovery Structure will be clearly outlined and the people and resources to staff this structure will be in place. Appendix F provides an outline.
- A Group Recovery Plan, outlining the identified key issues for the start of the recovery phase will be agreed and in place. Appendix H provides a template.

The Recovery phase will be completed when this is agreed by the Joint Committee. They will be guided by when all affected territorial local authorities/councils are able to transfer any remaining recovery issues and events back into their business as usual processes. TLAs that plan for recovery will be able to do this more quickly.

Figure 2 represents the Recovery phase in relation to Response and return to business as usual. The speed at which business as usual is resumed - and ultimately a state of 'new normal' is achieved - is influenced by the scale of the event and, to some extent, the level of preparedness before the event.





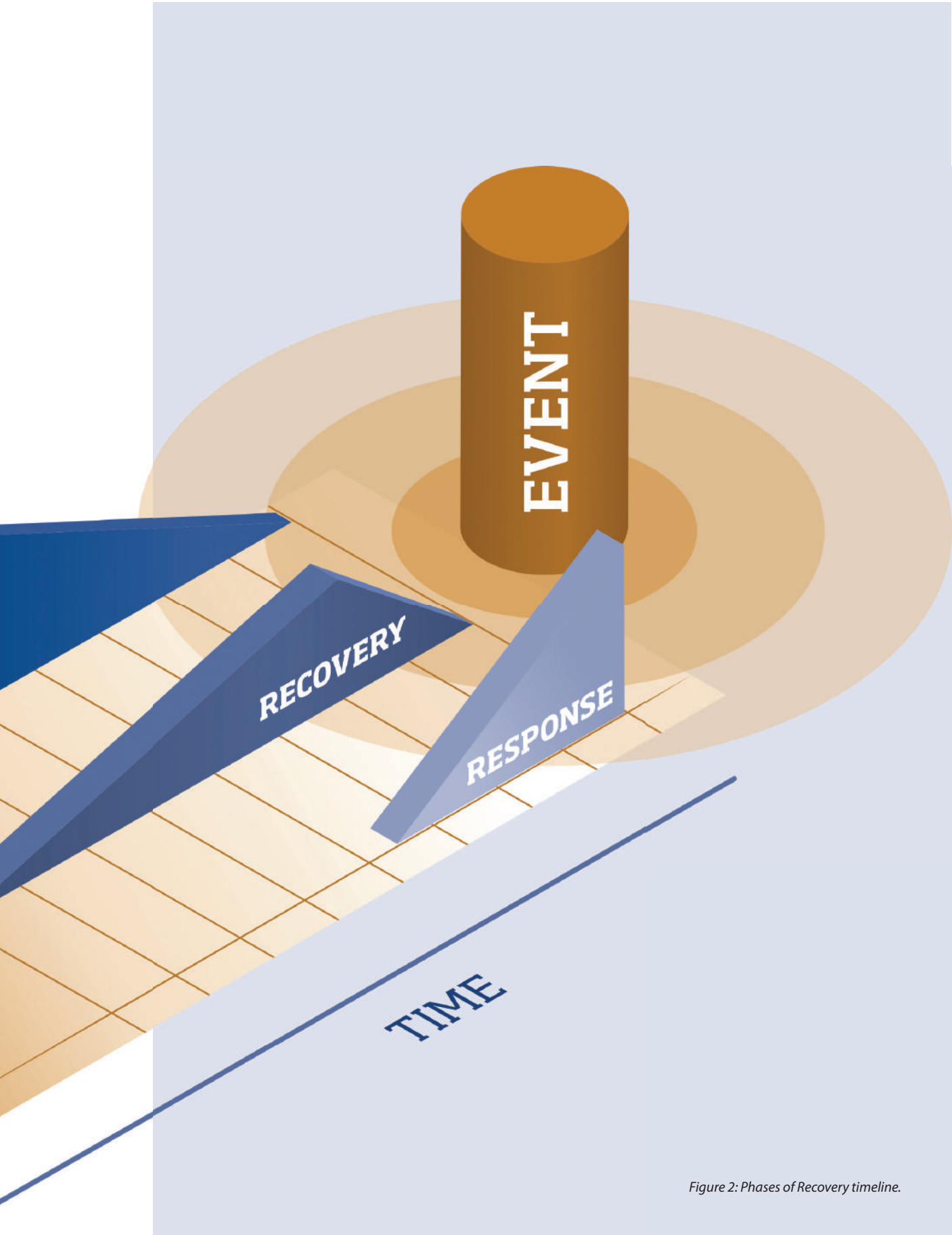


Figure 2: Phases of Recovery timeline.



Image: Geof Wilson



# GUIDANCE

SETS OUT VALUES AND PRINCIPLES WHICH GUIDE RECOVERY ACTIVITIES

## STRATEGIC LINKAGES

Recovery activities will be consistent with our vision, strategic goals and objectives as outlined in the HBCDEM Group Plan.

### OUR VISION:

A resilient Hawke's Bay Community  
He Aumangea Hapori ki Te Matua a Māui

### RECOVERY GOAL:

Communities and organisations are capable of recovering from an emergency in an effective and efficient manner.

### RECOVERY OUTCOME:

A responsive, well coordinated and efficient recovery from an emergency.

### RECOVERY STRATEGIC OBJECTIVES:

REC1

Recovery capability and capacity will be strengthened across Hawke's Bay CDEM members and partners.

REC2

Resources and funding for the recovery will be allocated in a timely manner.

REC 3

Recovery is integrated into the other 3Rs of Reduction, Readiness and Response.

REC4

Recovery planning and operations are integrated across the social, economic, natural and built environments.

## RECOVERY VALUES

The HBCDEM Group will apply the following values during the Recovery from any emergency situation.

We value:

### LEADERSHIP

Our Councillors, Council staff and organisations and individuals working in the Recovery will demonstrate visible leadership which inspires trust.

### OPEN COMMUNICATION

Communication will be timely and transparent. We will tell people what we know when we know it. We will also tell them what we don't know.

### COORDINATION AND INTEGRATION

We will encourage engaged and involved communities, integrating community strength, skills, knowledge and capacity into the recovery effort.

### COMMUNITY CENTRED

We will take a community centred approach. We will watch and listen and be adaptable, flexible and responsive.

### QUALITY FUTURE

We will work together to deliver a quality future which enhances community resilience.

### OPPOSITE:

*The Wairoa Bridge was completely destroyed by Cyclone Bola in 1988, which effectively divided the township in two. Apart from emergency air transport, the Wairoa community was isolated for days, not only from the rest of the region, but also from each other, with no link between the north and the south sides. Locals rallied to support each other and the New Zealand Army was called in to assist. The New High Level Wairoa Bridge completed at the end of 1989.*

*Photographs gifted by the Daily Telegraph, Courtesy of Hawke's Bay Today, collection of Hawke's Bay Museums Trust, Ruawharo Tā-ū-rangi*





## RECOVERY PRINCIPLES

The HBCDEM Group will apply the following key principles to achieve the most effective results possible in the recovery from an emergency situation:

- By seeking to minimise the consequences of an event as quickly as possible, the CDEM Group will improve the ability of Hawke's Bay to recover from an event.
- Comprehensive community recovery is facilitated by recovery operations that address the emotional, social and economic wellbeing of individuals and communities.
- The CDEM Group's support of the Hawke's Bay Welfare Coordination and the Hawke's Bay Engineering Lifelines Groups will increase the community's ability to quickly and effectively recover from an event.
- Standardisation (as appropriate) of individual local recovery operations across the Hawke's Bay CDEM Group will provide for more effective recovery from an event.
- During the recovery from an event, consideration of future exposure to hazards and associated risks will promote long term community sustainability.
- Recovery is best embedded within Reduction and Readiness and needs to occur alongside the Response.
- Effective communication with all stakeholders will enhance the recovery process.
- The special relationship that the Crown and local government have with Tangata Whenua will be recognised during recovery planning.
- To be effective, recovery planning needs to commence as soon as possible after the response is underway.
- Prioritising the transition from formal recovery to 'business-as-usual' activities in recovery planning will provide for a quick recovery from an event.
- Recognising and providing for the political contribution to the recovery process will ensure recovery actions are targeted and relevant to local communities.
- During local emergencies, recovery operations are best led by the local authority with the support of the CDEM Group if required.
- Where recovery operations are necessary across two or more local authorities, the CDEM Group is best positioned to coordinate and, if necessary, prioritise resourcing.
- Consideration of the heritage and culture of Hawke's Bay during the recovery to an emergency will support the long term recovery of the community.

## PRIORITIES AND OUTCOMES

Ultimately short, medium and long term Recovery priorities will be dictated by the nature and scale of an event. However in keeping with the Group's Recovery values and principles, any Group Recovery Plan will be based on the following priorities and desired outcomes:

<b>HEALTH AND SAFETY OF INDIVIDUALS</b>	<p>Safety and public health of people remaining in the disaster area:</p> <p><i>Physical safety; law, order and security; health and well being.</i></p>
<b>SOCIAL RECOVERY</b>	<p>Protecting and restoring the material and emotional needs of individuals and groups within the community:</p> <p><i>On-going social well-being requirements, health and physiological issues, psycho-social issues and the requisite support services; relief aid management.</i></p>
<b>ECONOMIC RECOVERY</b>	<p>Provision to the community of the tools needed to commence their own economic recovery:</p> <p><i>Work-force support; business / commercial sector requirements, rural residents and agricultural needs.</i></p>
<b>PHYSICAL RECOVERY</b>	<p>Managing risks posed by the built and natural environment and restoring the built and natural environment, consistent with appropriate risk management practices and principles:</p> <p><i>Restoration or alternate provision of essential lifeline utilities, communications, transport, residential accommodation, and health, educational and government facilities.</i></p>
<b>COMMUNITY IDENTITY</b>	<p>Preservation of heritage and culture important to community identity.</p> <p><i>Recognising and, where practicable, preserving the special characteristics connecting people and communities such as schools, marae, churches, sports facilities and historical places that contribute to the culture and strength of that community and provide focus points for people coming together.</i></p>



# SCALE

Recovery coordination efforts will be able to be scaled up or down depending on the geographical spread, severity of impact and duration of an event. As the spread, impact and duration increases so does the need for coordination and assistance from the Group. The Group helps to ensure the best use of available resources and that

an even recovery occurs across Hawke’s Bay.

The table below provides examples of events and impacts together with the likely recovery efforts required. The activation level associated with each event relates to the response modes of activation model.

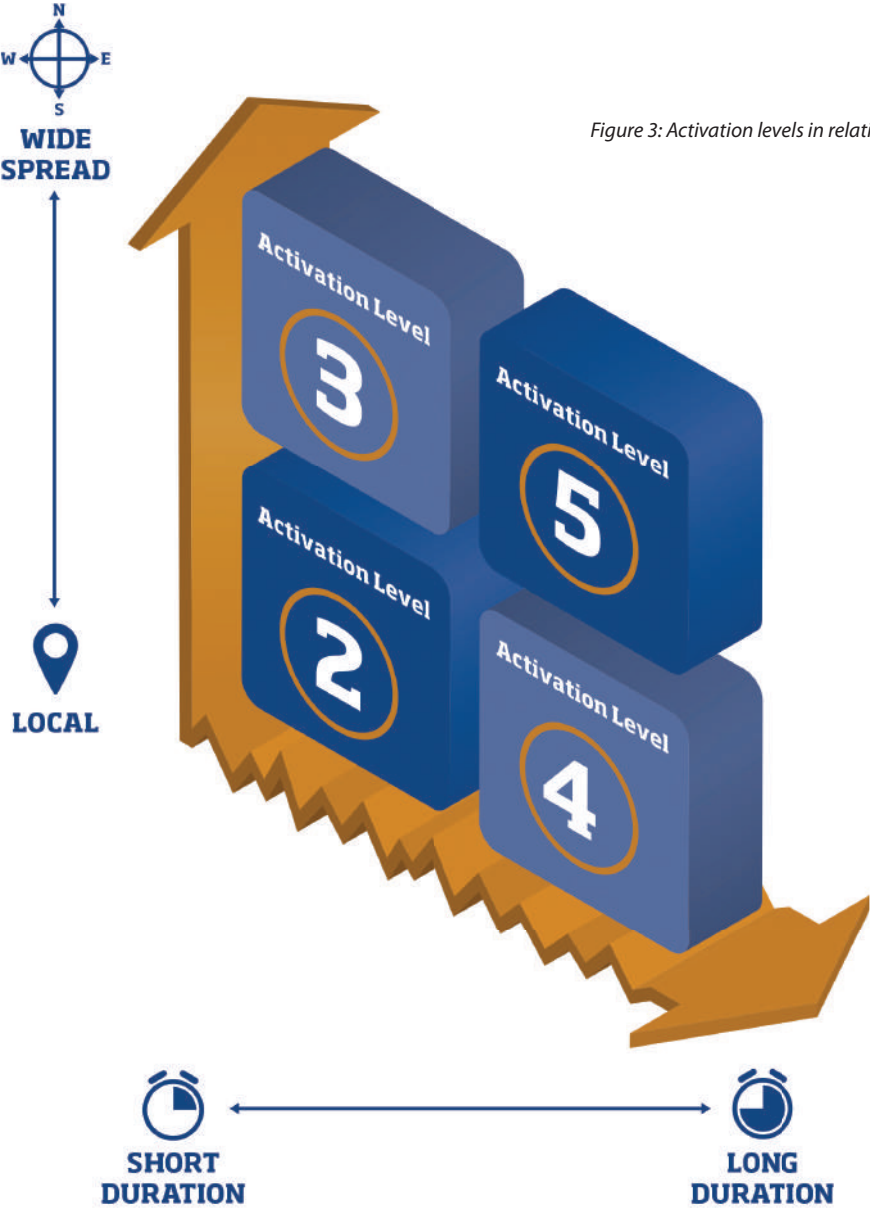


Figure 3: Activation levels in relation to time and geographical spread.

**Note:** Level 1 events are not included on the above scale as the Group is unlikely to activate a CDEM response for such a low level and localised event. It will keep a watching brief and provide any necessary support to the affected TLA through BAU resources. However if requested, the Group could provide specific personnel, such as Group Controllers or the Group Recovery Manager, to assist the TLA in managing the response or recovery for a Level 1 event.

At each of these activation levels, the HBCDEM Group involvement and contribution would change:

## **ACTIVATION LEVEL 2**

### **Event Description & Impact**

Localised event of short duration, within one Council area. Frequent occurrence, e.g. severe winter snow storm, large flood events. Small number of homes/businesses affected.

### **Recovery Coordination**

Short recovery term/limited task. Short duration Recovery Management Team (RMT), quickly revert to existing Business As Usual (BAU) structures/processes.

### **Group Response**

The Group may activate in support of the affected territorial local authority to provide any advice or assistance that may be required or requested by the TLA to best manage the event.

## **ACTIVATION LEVEL 3**

### **Event Description & Impact**

Relatively low intensity/short duration event, but wider geographic area affected.

### **Recovery Coordination**

Requires cross boundary coordination/regional level resourcing. Larger/more dispersed number of homes/businesses affected. Enhanced recovery co-ordination and planning structures/processes required.

### **Group Response**

The Group would activate to provide advice and assistance as required by affected TLAs, and also to provide coordination of recovery efforts to ensure the best use of available resources in achieving the best possible results across the Group area.

## **ACTIVATION LEVEL 4**

### **Event Description & Impact**

Severe to very severe localised event, e.g. earthquake with aftershocks protracting recovery. tens to hundreds of displaced households/businesses. Significant infrastructure damage. May be fatalities, likely injuries.

### **Recovery Coordination**

Longer term recovery. Initial Recovery Management Team (RMT and augmented Business As Usual (BAU). Significant regional and private sector coordination.

### **Group Response**

The Group would activate initially to advise, assist and coordinate activities across the affected TLAs, as well as to liaise with other affected groups and the National Crisis Management Centre. In such an event it is possible that the Group may be required by the Joint Committee to take control of some activities in support of the affected TLAs.

## **ACTIVATION LEVEL 5**

### **Event Description & Impact**

Large scale event(s). Widespread and severe damage. Fatalities, injuries, homelessness and business interruption.

### **Recovery Coordination**

Local, regional, national coordination. Enhanced/customised recovery assistance, programmes. Two to ten years recovery duration. Major recovery plans and programmes and major public/private leadership and integration required.

### **Group Response**

The Group would activate similarly to a Level 3 event, but there is a possibility that a nationally lead recovery body could be established to manage and control the recovery operation. In this circumstance the Group would contribute directly to this body to provide the 'local' community link and liaison required to ensure local input at all levels of the recovery activity.

Where a Group Recovery Manager is appointed they will liaise on an ongoing basis with the CEG, and, in particular, with the CEG members from an affected community about the level of support and assistance that is needed, and what can be provided.







# READY FOR RECOVERY

STRATEGIES TO BUILD RESILIENCE TO RECOVER



HAWKE'S BAY  
EMERGENCY MANAGEMENT

GROUP

# INTRODUCTION

Having a community that is well prepared to undertake Recovery will influence the speed and quality of that recovery and will reduce the long term impact and effects of an emergency event.

To enhance this preparation, every opportunity must be taken during the Reduction, Readiness and Response phases to develop communities so that risk is reduced and resilience is enhanced.

Figure 4: Key Resilience Building Activities.



## LOCAL AUTHORITY PLANNING

All Territorial Local Authority business as usual (BAU) planning must be undertaken with a view to eliminating or reducing the impact of identified risks and improving community resilience.

This implies that TLAs have a good understanding of all of the hazards, both natural and man-made, in their environment, as well as the consequences and effects on the community of an event involving any of these hazards. TLAs may need to develop and adopt regulations that

will reduce the exposure of their community to the risks presented by these hazards, and develop contingencies to reduce the impact and help facilitate recovery from a possible event.

TLAs which make this investment at the front end of their planning processes may well save lives and reduce the need for lengthy and costly response and recovery operations when the inevitable emergency occurs. As additional or new risks are identified, and as technology improves, it is critical that TLAs use any opportunity to upgrade facilities, systems and community support structures to further develop and improve the resilience of their communities, particularly those smaller communities that are identified as having higher needs, or who are at particular risk during an event.

## COMMUNITY ENGAGEMENT

The success of engaging the community in the actual recovery is dependent on the effectiveness of the existing relationships with the community, and particularly with the impacted communities.

Strong community development programmes and linkages put in place before an emergency will create a more resilient community and will help to facilitate a more effective and efficient Recovery.

Once the immediate welfare needs of affected communities are met, community engagement during the recovery will:

- be focused on community development;
- work within existing community organisations and structures; and,
- have clear processes detailed in Memoranda of Understandings that have been developed with local community groups.



**Building &  
Maintaining  
Capability**

**Community  
Response  
Planning**



## BUSINESS CONTINUITY PLANNING

Businesses and organisations with up-to-date business continuity plans will recover more quickly and the impact of business disruption to their stakeholders and the wider community will be lessened.

These plans are particularly important for essential lifelines organisations and for providers of fast moving consumer goods as these businesses will be a critical part of the response and recovery of the community following an emergency. However, irrespective of their size, every business in an affected area or interdependent on an affected business will have an essential role in returning a community to 'normality' by providing products, services and employment.

Unfortunately business continuity planning is often ignored or is poorly resourced by businesses. They may not appreciate the risks that their

environment might pose to their ability to function in an emergency and to their long term viability.

Experience has shown that business continuity planning has an added benefit by providing an opportunity for owners to better understand their businesses and identify opportunities for business improvement.

Businesses who do not undertake this work to ensure their sustainability in an emergency situation may also fail their clients, customers and community at the time of greatest need, and may contribute to long delays in the recovery of the community following an event.

As a priority in building community resilience, all businesses need to be encouraged to undertake realistic and ongoing business continuity planning against identified emergency risks.

## PUBLIC EDUCATION

As with all aspects of CDEM, educating the public to prepare for a Recovery will present real challenges. Experience shows that communities, groups, and individuals who are aware of the hazards they face and the impacts, both short and longer term, that an event may create are generally better prepared, more resilient and return to 'normal' more quickly than those that aren't well informed or prepared.

Investing time and resources in educating the public about the risks and assisting communities with common interests to understand and prepare for an emergency event will greatly help in reducing the impact of an event.

It is important that the public understands that restoring the community may take considerable time and resources, and that there should be no

expectation that things will return to the same as they were. Recovery will establish a 'new normal' which takes opportunities the event has provided and allows communities to re-develop in a way that will have them better prepared and more resilient for any subsequent emergency.

Communities also need assistance to understand the needs, risks and consequences of decisions they might make on matters such as insurance of property, and the impact these decisions might have on their ability to return to the 'new normal' after an event.

## COMMUNITY RESPONSE PLANNING

Successes in the response will greatly assist and impact on the speed and success of the recovery. So communities that are organised and have planned their response will be better placed to engage with the recovery structure and processes.

Seemingly small, yet important things will have a huge impact. This includes:

- communities and individuals having basic survival packs, skills and support systems in place;
- groups, such as Neighbourhood Support Groups or special interest groups, being organised and providing a support and follow up structure within their community; and,
- organisations such as Rotary, Lions, and many other existing community support organisations using their skills and networks to contribute to the response and recovery in whatever way they can.

As part of preparing for a response and recovery, TLAs have a responsibility before an

emergency event to clearly identify the hazards and the threats/risks each of these hazards pose to various parts of their communities. Some of this is currently done in planning the impact of floods and tsunami in some communities. Practical aspects, such as funding, may prevent TLAs from removing these risks as part of 'business as usual'.

However an emergency event and the statutory powers that are provided during an emergency by the CDEM Act, may give a TLA the powers and opportunity to reduce or remove the potential for future risk, and in so doing enhance the resilience of the community and reduce the cost to the community of future events.

So that a TLA can make the best advantage of such a situation, they should be undertaking 'blue sky' thinking and planning before an event, in consultation with their at risk communities. Together they can develop plans for hazard and risk scenarios that can be acted upon during the response and recovery for any event that occurs.

## BUILDING AND MAINTAINING CAPABILITY

By the time communities and organisations get to the recovery, they will have been through a response and very likely will be physically and emotionally drained. The recovery in itself may seem like an anti-climax to the main event.

Very few organisations will have an ability to keep people and resources aside from the response with the intention of having them focus on the recovery. Allocating resources to the recovery will also be made more difficult by organisations wanting to enact their business continuity plans and the need to get back to business as usual.

However, the communities' ability to recover quickly and effectively will often depend on

a recovery structure that is developed and implemented by the most capable, energetic and innovative people. This may, in reality, also mean that people who had been involved in the response continuing in similar or new roles in the recovery structure. Organisations need to identify their recovery roles in the readiness phase, appoint people to these roles and provide appropriate training.

Opportunities must also be taken throughout the CDEM organisation to include recovery scenarios in exercises, and to develop skills and processes which will be essential during a recovery operation.





Image: Gavin Treadgold



# STRUCTURE

SETS OUT A CLEAR SCALABLE STRUCTURE



HAWKE'S BAY  
EMERGENCY MANAGEMENT

GROUP

# MANAGEMENT STRUCTURE

As a prerequisite of transitioning to recovery, the basic local government bodies will be in place and functioning and, where a state of emergency existed, the community will be in a place to terminate this. This then means also that the special powers provided by the Act to the Controller will be terminated and so the Recovery

structure has to be put in place by the appropriate process and authority and acts on behalf of that authority.  
The responsibilities and ongoing accountabilities for the appointed recovery structure are:

Figure 5: Recovery Management Structure



## RECOVERY OFFICE STRUCTURE

The Group Recovery Manager will establish a 'Group Recovery Office' which will be the focal point of managing the recovery activities. For all practical purposes this will very likely be the facility that was the EOC during the response operation, and it will be staffed by some of the same people. This structure needs to meet regularly, must be able to share information and must allow for joint planning, prioritisation and operational effort.

The structure and specific staffing requirements of the Group Recovery Office will vary considerably depending on the nature and scale of the event, and the structure will change frequently to reflect changes in recovery needs and progress made in specific areas.

The structure must ensure there is effective and ongoing communication between the Group Recovery Manager and all elements of the recovery operation. This structure must interface and interact with the community at all levels and in all ways if it is to succeed and achieve its objectives.

A draft outline structure for Recovery is provided in Appendix F. This outline is provided as a check list and an example. This structure is scalable so can be streamlined or expanded to meet the specific requirements of a particular recovery scenario.

## GROUP RECOVERY MANAGER

The Group Recovery Manager and alternates are appointed by contractual agreement with the CDEM Group Coordinating Executive Group. The Group Recovery Manager has no statutory powers, but will be given responsibilities and delegations in relation to the leadership and coordination of Recovery within the Group, as introduced by the adoption of the CDEM Group Recovery Plan by the HBCDEM Group Joint Committee.

Similarly TLAs will appoint a Local Recovery Manager, and alternates where needed, to lead the recovery at a local level. Local Recovery Managers will probably have similar responsibilities and authorities to the Group Recovery Manager delegated by the TLA and will work closely with the Group Recovery Manager where the Group is activated.

Appendix B outlines the generic job description for the HBCDEM Group Recovery Manager. This may need to be amended to reflect the nature and scale of the event.

The Group Recovery Manager is responsible for:

- engagement and planning with the Group Controller, local recovery managers, recovery agencies and, where appropriate, the affected communities
- establishing arrangements for the transition from response to recovery
- co-ordination and management of recovery activities within the region
- developing an exit strategy.
- As part of approving the Group Recovery Plan the Joint Committee will give the Group Recovery Manager clear Terms of Reference (TOR) which will include any expectations, delegations and accountabilities for the role.

Subsequent sections of this plan deal with each of these activities.



# TASK GROUPS

The interaction between the community and the four key environments (see figure 5) are the focus of recovery activity in the short, medium and long term, and the agencies working within these environments will identify and address the specific recovery needs and priorities of individuals and communities.

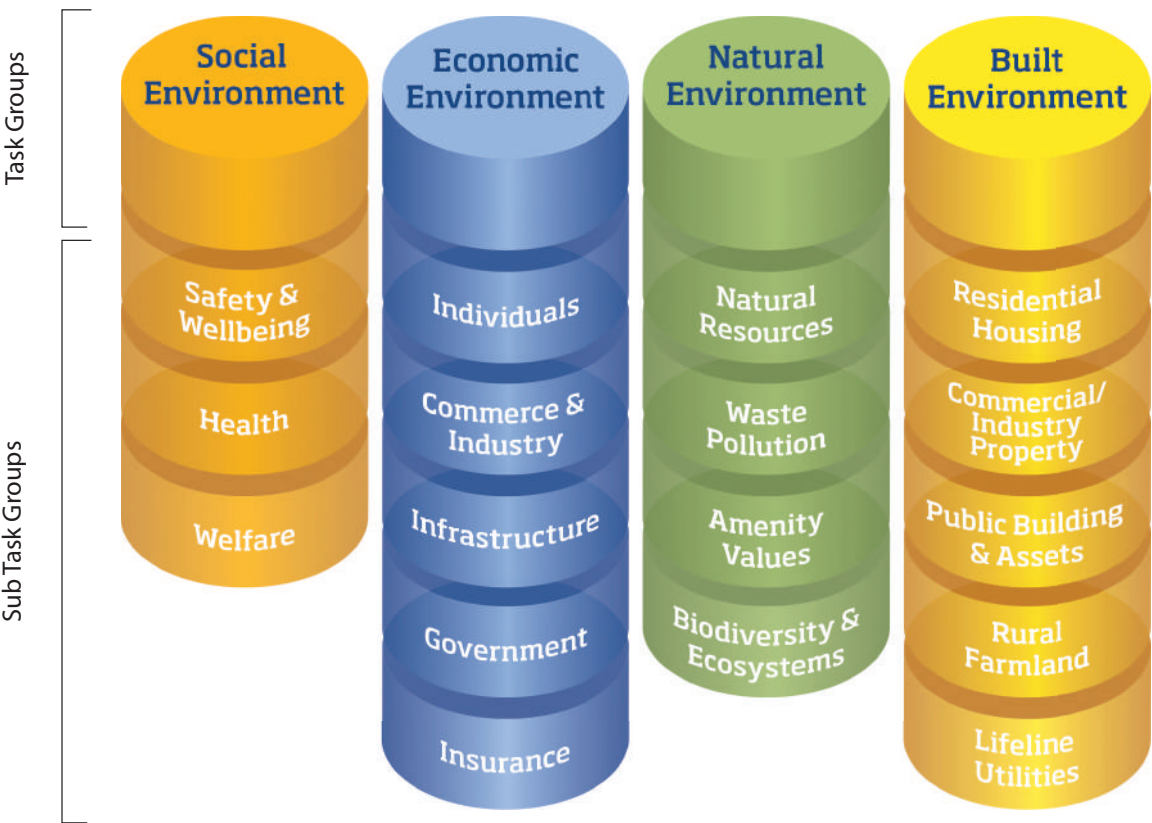
Agencies working within each of the environments will interact directly with the community and will be supported by their local, regional and national structures.

The four environments form the generic recovery management structure (see figure 6) with the four task groups addressing all elements of the recovery. The nature of the event will determine which task and sub-task groups are activated and whether additional sub-groups are needed.

Figure 6: Integrated and Holistic Recovery



Figure 7: Recovery Task Groups



The challenge will always be the lack of people available to the organisations within each environment and the challenges they will have in either attending meetings or getting work done. Time will need to be managed carefully, meetings organised so they are kept to a minimum and run efficiently, work focused on outcomes and doing a job once, and close monitoring by task group leaders.

Task groups should, where possible, be based on existing TLA teams/groups that will have relationships and structures in place, so will be better equipped to activate quickly and understand what recovery outcomes are being sought.

Appendix D gives the detail on the membership and terms of reference for each task group. These terms of reference may need to be amended depending on the changing environment and circumstances.

Appendix E provides a template agenda for the first task group meeting.







# THE RECOVERY PROCESS

TASKS AND FUNCTIONS WHICH INFLUENCE RECOVERY  
PLANNING AND IMPLEMENTATION



HAWKE'S BAY  
EMERGENCY MANAGEMENT

GROUP

## TRANSITION FROM RESPONSE TO RECOVERY

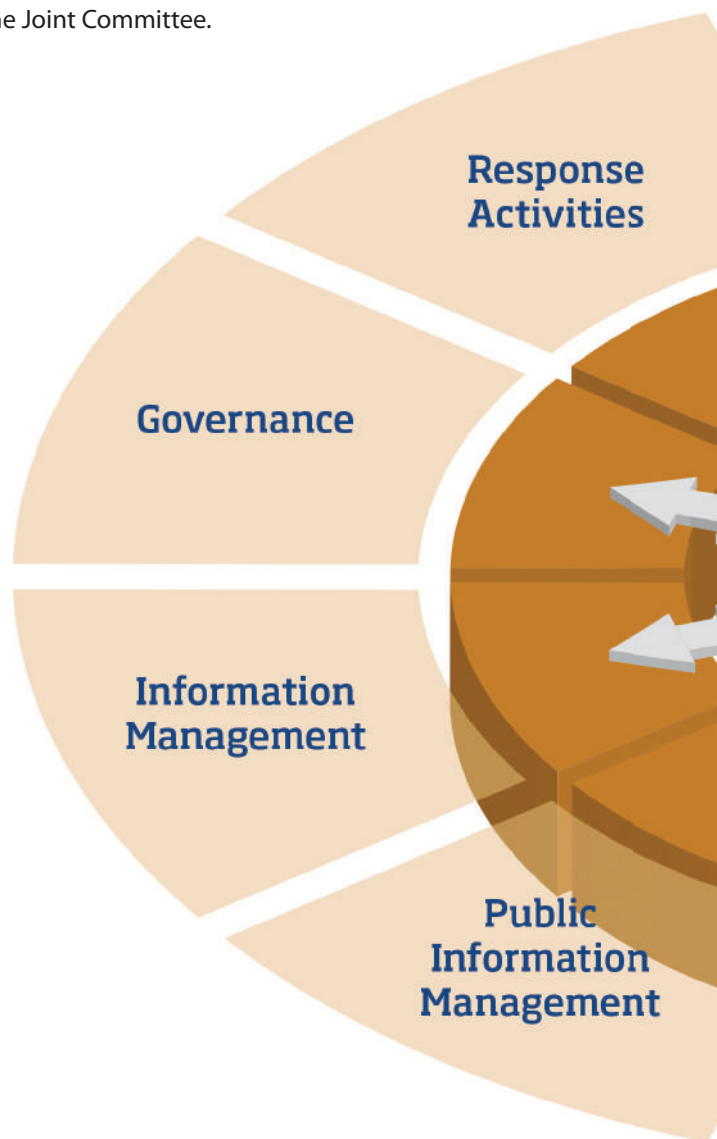
The transition from response to recovery will be dependent on a number of factors, including the nature and scale of the event, progress on response activities, the requirement for continued powers under the CDEM Act 2002 and the capability of those agencies with a recovery role after the event. The process can be complex and will require careful co-ordination and management.

The end of a state of emergency will place the emphasis on Recovery activities, marking the formal point of transition from Response to Recovery. Where a state of emergency is not in place, the decision to acknowledge the transfer of co-ordination and accountability must be agreed by the Group Controller and the Group Recovery Manager, and will be approved by the HBCDEM Group Joint Committee. Thorough and effective planning is essential to a successful transition from response to recovery.

The Group Controller and Group Recovery Manager will prepare for the transition from Response to Recovery activities by:

- ensuring they have a clear understanding of the community's perceptions related to their response and recovery needs;
- conducting a transition planning meeting with the relevant authorities and agencies to cover the points on the outline agenda (refer to Appendix G) and any other points that may be added to the agenda specific to the event;
- preparing a Group Recovery Action Plan (as outlined in Appendix H);

- gaining the approval of the Joint Committee for the transition to take place including the time at which the transition will occur, approval of the Group Recovery Action Plan, The TOR for the Group Recovery Manager, and authorities and delegations of the appointed Group Recovery Manager for the recovery activities; and
- notifying the appropriate authorities, agencies, the media and public of the details related to the transition from response to recovery activities as has been agreed by the Joint Committee.
- The transition from response to recovery will occur at the time and within the parameters set by the Joint Committee.



## RECOVERY ACTION PLAN

The Group Recovery Manager is responsible for developing, maintaining and disseminating Group Recovery Action Plans (for a template refer to Appendix H). This plan will reflect the values, principles and priorities of Group Recovery and will clearly identify the specific priorities and outcomes required to achieve these at the time it is developed.

The initial Group Recovery Action Plan will be developed as a part of the transition from response to recovery and will be approved by the Joint Committee as a part of their process of approving

the transition. All those contributing to the recovery - including Group Recovery Office staff, authorities, agencies and organisations involved - should be briefed and aware of the Recovery Action Plan content before the transition from Response is made.

The Group Recovery Action Plan will then be updated and communicated at regular intervals, and whenever a shift in recovery priorities, activities or outcomes is made.

The following diagram shows the interaction of different elements on the Recovery Action Plan development process.



Figure 8: Elements of the Recovery Action Planning Process



## GOVERNANCE

The initial Group Recovery Action Plan will be prepared towards the end of the Response phase of the emergency and prior to the cessation of the Declaration of Emergency. By this time the Local Government structure will be functioning and the Joint Committee and Coordinating Executive Group (CEG) will be fully functional.

With the termination of the state of emergency the statutory powers of the Group Controller are removed and the statutory responsibility is returned to the affected Local Authority, or Local Authorities, and importantly governance is returned to the local politicians. The Group Recovery Manager doesn't have any statutory authority provided for in the CDEM Act, and is totally reliant on the local political process for their authority.

Prior to moving into a Group Recovery operation the Joint Committee will be required to confirm the appointment of a Group Recovery Manager, or managers, and in doing so give this Manager clear Terms of Reference, authorities, delegations and resources with which to undertake the recovery. The Joint Committee will then continue to provide governance oversight throughout the recovery phase by amending the Group Recovery Manager's TOR as needed and making amendments to authorities, delegations and resourcing to reflect the needs of the recovery activities and progress.

As a part of the process of managing the transition from the response to the recovery, the Joint Committee will also approve the initial Group Recovery Action Plan and will continue to receive and evaluate reports of recovery activities and to monitor the progress of the recovery through the updated Group Recovery Action Plan.

The CEG will also have a key role in the day-to-day governance and management of the recovery by providing ongoing on site monitoring and receiving reports and requests. The CEG will also make reports and recommendations for the Joint Committee to consider in relation to all aspects of the recovery. This could include making recommendations for the State of Emergency to be reinstated or the downscaling of the recovery so that it then transitions back in to business as usual.

Importantly the Group Recovery Manager also has an input to governance processes at affected TLAs. It is essential that reports provided to the CEG and Joint Committee are also provided to these TLAs so that they can evaluate the impact of the issues raised on their own Local Recovery Action Plans. This is particularly important when aspects of the recovery approach the transition to business as usual phase, as TLAs need to ensure they are in a position to pick up the responsibilities and maintain the progress of the recovery for their communities.

## RESPONSE ACTIVITIES

The impact and results of response activities will potentially have considerable influence on the Group Recovery Action Plan. The key focus of the response will be to prevent the loss of life, and this might lead to actions that could shut down or damage facilities or communities that then need to be addressed as a priority in the recovery of that community. For example, during the response to a flood it may become necessary to purposely open stopbanks in one area to protect a higher priority area or facility elsewhere; restoring this breach may then become a high priority in the recovery of that affected community.

It is important that throughout the response, Group Controllers consult with the Group Recovery Manager and that they jointly consider the recovery implications of response activities. Where possible, the statutory powers of the Group Controller should be used to help facilitate the recovery.

It is also essential that, during the response, there are members of the recovery team taking a close interest in the activities of each of the response actions and assessing the impact this will have on the four environments relevant to the recovery. These impacts will then be prioritised as part of the recovery action planning process and included into the Plan as is appropriate.

## FOUR ENVIRONMENT IMPACT ASSESSMENT

Impact assessment is the process for gaining an understanding of the impacts of an event on individuals, the community, the physical infrastructure and the environment. The assessment will provide a sound basis for prioritising needs and targeting resources to priority areas.

The level of detail and requirements for impact assessment change from the response phase to recovery phase:

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

Group Controllers are expected to lead the rapid impact assessment process as a part of Response, while liaising with the respective Group Recovery Manager on longer-term requirements.

Group Recovery Managers are expected to keep abreast of impact assessments during the response phase, and provide guidance on the design and management of impact assessments in the transition to and then during the Recovery.

Impact assessments will focus on each of the four different environments and will be continually updated to highlight the areas of greatest risk to the recovery of the community, particularly where there is potential for a re-escalation to a state of emergency, or where additional effort or resourcing may be required.

While not an exhaustive list, the focus in each environment will be:

### **SOCIAL ENVIRONMENT:**

- the locations and estimates of numbers of people directly and, where possible, indirectly affected, the nature of the impact, and estimates of vulnerabilities and future needs;
- the current nature, capability and location of welfare agency resources deployed;
- organised and emergency community social support processes, organisation and facilities activated; and
- any additional resources and services that may be required.

### **ECONOMIC ENVIRONMENT:**

- summary of information currently available on businesses and business activities impacted;
- strategic analysis and potential direction for economic recovery; and
- resources available and any identified additional resource requirements.

### **NATURAL ENVIRONMENT:**

- known and anticipated environmental impacts;
- implications for businesses and community activities short to long-term; and
- potential impacts on land use planning and/or amenities in the recovery.

### **BUILT ENVIRONMENT:**

- identification of areas no longer suitable for development/buildings;
- an outline of roads and infrastructure, identifying those that remain affected by the emergency and the impact on communities;
- evaluation of rural impacts, vulnerabilities and needs;
- identification of the most urgent priorities to ensure ongoing recovery operations; and
- any additional resources needed.



## COMMUNITY ENGAGEMENT

The process of engagement with communities is critical to the recovery, both before and during recovery. An engaged community will be prepared, resilient and better able to absorb the effects of a disaster thereby reducing the impacts of an event and aiding recovery.

All parties involved in the recovery effort need to pre plan how they will facilitate community engagement and consultation so that it can occur as quickly and meaningfully as possible. Local Recovery Managers will need to access existing networks established during the readiness phase through local government or other organisations such as MSD, Public Health and NGOs. The Public Information Management (PIM) function will be used to ensure timely, consistent and relevant communication to the community.

Effective community engagement will only be possible when the basic welfare needs of the affected communities have been met. Addressing the immediate needs of individuals, families and communities in relation to safety, security, food, potable water, shelter, basic hygiene and health needs will be a focus in the response. Meeting these needs will be ongoing and require appropriate focus and prioritisation during the recovery.

When the recovery is underway, engagement with the community will be based on the following principles:

- communication will be positive and constructive;
- a community development approach will be used, allowing people to participate in solutions;
- a consultative approach will be taken, views are listened to and considered part of the process;
- existing community organisations and structures will be worked with;
- representatives of the wider community will be recruited into recovery planning;
- memoranda of understanding will be developed with local community groups identifying local objectives;
- strategies will be established to unite the community behind the agreed objectives;
- people will be informed about what they could do for themselves, each other, or the wider community;
- 'one-stop shops' will be provided in each affected community for advice, information and assistance;
- mechanisms will be established to share information and report local initiatives; and
- cultural and language diversity will be considered in communication and decision-making.
- Appendix J is a checklist for best practice community engagement.

## LINKS TO REDUCTION

The actions taken during the recovery provide significant opportunities to reduce the impact of any future events or emergency on all aspects and environments of the affected communities. This end result must be a key focus of the Group Recovery Action Plan.

To take maximum benefit from these opportunities, it is essential that those in the recovery structure, task groups, and organisations consult widely to make sure all possible opportunities are identified and implemented where appropriate and within the restrictions of resourcing. This consultation will reflect the principles and values for engaging the community in achieving the best solution.

Often this will require expert information and analysis of the changed hazard environment, and consequently the communication of this information in a way that can be understood by the community. The quicker this type of information can be made available, the sooner it will help people to move on and reduce the uncertainty and social impacts of the recovery process.

## INFORMATION MANAGEMENT

During the response - and particularly during the preparation of the initial Group Recovery Action Plan - there will be considerable amounts of information coming into and out of the EOC, and then to the Group Recovery Office and Task Groups. The management and accuracy of this information will be very important to the success of the operation in identifying key issues, prioritising tasks and resources, and achieving success.

Ensuring the accuracy of information and then storing it so that it can be easily highlighted, recalled and targeted will be critical to the Group Recovery Action Plan.

Emergency Management Information System (EMIS) will be the operational information management system used by the recovery management structure and this will help facilitate the sharing of information and capturing a full history of the event.

It is particularly important that minutes of meetings are taken which record all decisions made and the basis for these decisions. These minutes may be important in subsequent governance processes following an event.

The Group will work with the administering authority to ensure easily accessible and functional information storage systems and processes are in place that can be used during the recovery.

## REPORTING

The Group Recovery Manager will report on a regular basis, as directed by the TOR, to the members of CEG, to affected Local Authorities, to the organisations undertaking the recovery operations, and most importantly to the affected communities. These reports will be essential to the recovery organisation by building and gaining engagement, input, buy-in and support for recovery activities, and resourcing from all involved in, or affected by, the emergency.

Reports will be based on the current Terms of Reference issued by the Joint Committee, which give the Group Recovery Manager the authority to undertake recovery activities, and the Group Recovery Action Plan. The report will highlight the tasks identified and needing to be completed, and importantly those that have been progressed or completed, and will make recommendations on amendments to the Terms of Reference.

The CEG and Joint Committee will view all reports and use the information to amend the Group Recovery Manager's TOR as may be required, to amend resourcing, and to begin the processes for transitioning from recovery to business as usual.



## PUBLIC INFORMATION MANAGEMENT

Processes for the gathering, processing and dissemination of public information will be established in the response phase and will continue into the recovery where the focus will be in both informing and engaging the community. How the Group Recovery Action Plan will be communicated to the public and engage the community will be laid out in the Plan.

Effective information management is essential in stopping the spread of misinformation and rumour which will fill any void in reporting and information. The Group Public Information Manager (PIM) will put in place an integrated approach to information management that ensures information is current, consistent, accurate, and unambiguous and that this information gets to the affected communities, to all stakeholders, and to the organisations working in the recovery in a timely manner.

Getting information to the public will occur at a number of levels and will be most effective when channelled through the known and established community infrastructure that is working in the affected communities.

Local and national politicians, community leaders, and other key people within affected communities will play key roles in providing information, participating in briefings, taking on leadership roles, consulting with affected communities and individuals. They may also act as spokespersons during the recovery. For the community to recover quickly, it needs to have confidence that its leaders are informed and are addressing the issues that affect them, and their ability to return to the 'new normal'.

In informing the public, it is important that the affected communities understand what the recovery organisation knows and is doing, and equally what they don't know and are doing about finding that information.

Where possible, information should be provided at face-to-face meetings where people can learn firsthand, have an ability to comment and give feedback, and where those doing the informing can be seen to be responsive and accountable to the affected communities.

To ensure the consistency and integrity of the messages being passed to the public during the recovery, the media will be briefed by a single appointed spokesperson, generally a senior elected official, on an 'as needs' basis to meet print or reporting timelines. Press releases will be managed through the PIM.

The Group PIM will work closely with InterComm, which will be the operational network through which key public information will be coordinated and released to ensure authenticity, to ensure information is released at the right time and in the best way, and to reduce the potential for error and confusion in the key messages.

In today's information environment it will be essential to monitor and manage websites and social media to inform the public, to correct misinformation and to gather information needed to assist with the recovery. Providing answers to frequently asked questions on advertised websites and social media will be an important tool managed through the PIM.

In developing the Action Plan there will also be a focus on the particular information needs of potentially more vulnerable groups within the affected communities such as non-English language speakers, culturally diverse groups, the elderly, infirmed or disabled.

## FINANCIAL CONSIDERATIONS

The financial authorities and delegations for the Group Recovery Manager will be clearly detailed as part of their TOR, authorities and delegations by the Joint Committee as part of the transition from the response to recovery. These financial authorities will be monitored by the CEG throughout the recovery, and amended or adjusted as needed.

The expenditure management regime set up during the response phase must be closed off at the transition to recovery, and all the details relevant to the management of any finance during the response submitted to the Group Recovery Manager.

During recovery, the HBRC finance system and staff will be used for managing all Group recovery financial planning and transactions.

The Group Recovery Manager will:

- work within the approved financial authorities and delegations as approved by the HBCDEM Joint Committee;
- consult with Local Recovery Managers and recovery agencies and organisations with regard to expenditure required to support local recovery activities;
- where necessary, ascertain legal authority for the CDEM Group to meet costs for recovery activities and raise any concerns with the HBCDEM Joint Committee through CEG;
- co-ordinate the preparation of emergency expenditure claims for Joint Committee approval, incorporating claims from all member territorial authorities;
- consult with MCDEM Emergency Management Advisors with regard to claims preparation and the process for expenditure claims.

### THE HAWKE'S BAY DISASTER RELIEF FUND

The Group will establish a fund, called the Hawke's Bay Disaster Relief Fund, to provide financial assistance to families and individuals adversely affected by an emergency event and who are assessed as being most in need. This fund will be separately administered by a Trust, and will not be part of any local government or government funding structure.

However, those who are undertaking the recovery will assist both the Trust and people in the community by:

- making the public aware how they can donate to the Fund;
- making the public aware how they can apply for funds; and
- assisting individuals in assessing their eligibility and where appropriate in making applications for funding.

### INSURANCE

In any emergency event, and particularly in a major emergency, the rebuild and recovery may be reliant on the financial response from insurance organisations. The rebuild in Christchurch has often been referred to as being 'insurance led'.

Although much of this will be managed at a local level and through affected communities and organisations, the Group Recovery Office may have a significant role to play in facilitating that important relationship between the insurers and those most affected in the community. The establishment of processes to achieve this relationship will be necessary as this could have a significant influence on the Group Recovery Action Plan.

## LEGISLATIVE CONSIDERATIONS

While any recovery will be undertaken to address the effects of an emergency event, all activities must be undertaken within the bounds of the existing law and legislation. At all times the Group Recovery Manager, and the activities in the Group Recovery Action Plan, must be cognisant of the relevant legislation and completed within the bounds of the law.

Legislation, such as the Resource Management Act, may provide barriers or hurdles, as they do in every day planning, for the TLAs and organisations planning and working in the recovery environment. Where it is not possible to find a solution to a recovery need within the existing legislation, the Group Recovery Manager must raise this with the Joint Committee, and relevant affected Local Authorities or Government Departments, at the earliest opportunity for advice on alternatives. It may be that an interim solution can be authorised until such time as the recovery structure is in a position to comply with the full intent of the relevant legislation.

In some cases there may need to be changes made to legislation to help facilitate the recovery. Where this is considered necessary, the appropriate government organisations need to be fully informed and advised, and the proper governance processes followed.

Task Groups include members of Local Authorities and Government departments and organisations who are very well aware of legislation that applies to their areas of responsibility and how this might impact on specific recovery situations and needs. The advice of these organisations needs to be sought and acted on.

## VOLUNTEERS

Volunteers will be part of the response to an emergency. Recent events have shown that there is considerable goodwill within communities to help and support those most affected by an emergency event. While the numbers and individuals may change throughout the response and recovery operations, the public will support the organisations undertaking recovery operations, and will respond to help on specific tasks if they know how they might contribute.

Local authorities and organisations are best placed to manage and coordinate volunteers at each phase of an emergency. These volunteers will not require significant management or direction but will require up to date information, targeting of their effort so it has best effect, ongoing communication and, in some cases, resourcing and support.

The volunteer effort will dwindle quickly where they feel they are wasting time and effort or when they feel they are not being properly supported or recognised by the formal recovery structure.

The Group will provide expertise and guidelines for the setting up of a Spontaneous Volunteer structure during the response and recovery.

The Group Recovery Action Plan will aim to support the Local Authorities and organisations involved in the recovery in coordinating and training volunteers when and where this is appropriate and possible.



## GOVERNMENT AND NON GOVERNMENT ORGANISATIONS

The recovery effort will involve a wide range of government and non government organisations working together.

The Group Recovery Manager will liaise closely with any appointed National Recovery Coordinator and MCDEM to clarify specifically what assistance may be available from various government and non government organisations, and to identify how this assistance is best accessed and used.

A number of 'business as usual' government policies, programmes and funding mechanisms may also be relevant to the recovery and will influence the way in which the recovery is managed and occurs. It is important that each of these are identified and applied as they are intended to address any vulnerability and to facilitate the nature and speed of the recovery.

Task Groups will include the recovery-related government departments and non-government agencies and organisations within their operational structure to best access and coordinate the effort of all resources available at a local level, and to also access further assistance at a national level where this might be required.

The makeup and roles for these Task Groups, and the specific government and non government organisations involved in each group is shown in Appendix D.

## TRANSITION TO BUSINESS AS USUAL

As with the transition from response to recovery, the transition from recovery to business as usual needs to be carefully planned and properly managed.

There will be no clear triggers that will decide when this transition occurs. The decision will be made by the Joint Committee, based on a recommendation from the CEG, who will have taken advice from the Group Recovery Manager and organisations working within the recovery operations. This will also be signalled in the regular recovery reports which will reflect that the number of recovery tasks is reducing in number and/or scale; similarly the infrastructure of organisations and local government will have been restored or built to a level where the recovery needs that remain outstanding can be picked up and managed as part of business as usual by these entities.

As a part of this transition process, it is important that there is a clear understanding between the Group Recovery Office and the business as usual authorities of what tasks have been undertaken and completed by the recovery organisation. More importantly, the tasks that are currently under way or yet to be commenced will need to be identified. The business as usual organisations will also need to confirm that they have the resources and ability to continue ongoing tasks and undertake the yet to be started work, before that transition is approved by the Joint Committee.

In reality, it is very unlikely that transition to business as usual will be a clear line in the sand

where all responsibilities change from the Group Recovery Manager to the appropriate Local Authority all at the same time.

A more likely option is that the Joint Committee will manage the transition through a staged process by:

- gradually handing back to the business as usual authorities the responsibility for tasks as they are completed by the recovery organisations, and/or
- by progressively amending and limiting the TOR for the Group Recovery Manager (and hence the recovery structure) to ensure clarity around when aspects of the recovery transition to business as usual.

As this staged transition occurs it is important that business as usual organisations maintain representation in Task Group structures, and are actively involved in meetings and planning as a part of their relevant Task Groups, so that there is an effective coordination between business as usual work and ongoing recovery planning and management. The business as usual organisations have a significant role to play in informing, advising and assisting on other areas being undertaken by the Task Groups as part of the recovery, as well as in updating the Task Groups on progress in business as usual operations.

A critical element of this staged transition will be keeping all parts of the community fully informed, particularly so that affected communities and individuals know where they can go for the advice and support they may still need as part of their own recovery from the event.

## EXIT STRATEGY

The recovery will reach the point where the Joint Committee can formally terminate the recovery phase and complete the transition of any remaining recovery activities to the business as usual structures.

This transition must also be well prepared and planned. To achieve a seamless transition it is important that the Group Recovery Manager, supported by Task Group Coordinators, meet formally with relevant business as usual management and develop a plan that details how, what and when the transition is to occur, and present this plan for Joint Committee approval. A suggested Exit Strategy Checklist is at Appendix K.

As the transition to business as usual indicates the end of the emergency, it may be appropriate that this is marked in the affected communities by a suitable event to highlight the significance of this step.

Following the transition to business as usual, it is very important that time is taken to properly capture and save all relevant information and data from the recovery operations. This information needs then to be copied to the relevant organisations and agencies so that they are fully aware of what has been done during the recovery, and can factor this into their approach and considerations for business as usual and the longer term recovery from the event.

From a CDEM Group perspective all files and data stored during the emergency will need to be captured and stored by the HBRC information management systems in a ring-fenced file specific to that emergency event so that this can be scrutinised and researched as necessary following the event.

It is important to remember as a part of the transition to business as usual, that the physical and psychological effects of an emergency, no matter how small it may seem, can still be felt in the affected communities decades later. This can lead to ongoing mental and personal health issues. As part of the transition to business as usual authorities and organisations may need to develop plans to 'invest' in these areas to best manage any such issues.





Image: Geof Wilson

# APPENDICES

DETAILED INFORMATION, TEMPLATES AND TOOLS



HAWKE'S BAY  
EMERGENCY MANAGEMENT

GROUP

## APPENDIX A: GLOSSARY AND ABBREVIATIONS

### 4Rs

The New Zealand approach to emergency management: Reduction, Readiness, Response and Recovery.

### Act

The Civil Defence Emergency Management Act 2002.

### BCP

Business Continuity Plan

### CDEM

Civil Defence Emergency Management

### CEG

Coordinating Executive Group

### CIMS

Coordinated Incident Management System (CIMS) is the New Zealand command and control system for managing the response to an incident involving multiple responding agencies.

### Communications

Unless otherwise stated, in this document 'communications' does not refer to infrastructure (such as phones and radios) but to the actions that need to be taken to get information to the public. This could include issuing media releases, liaising with key partner agencies and publishing information to websites.

### Community

For the purpose of this Plan, a community may include individuals, families, whanau, hapu, communities of interest, businesses and other organisations who interact with each other and have common interests. Communities may be defined geographically.

### Controller

The person appointed under section 26 of the CDEM Act with those functions set out in section 28. Can be the Group (regional) or Local Controller.

### CRP

Community Response Plan

### Cultural Sites and Heritage Buildings

Cultural sites or buildings as identified in City/District Plans, and buildings or wahi tapu sites identified in the New Zealand Historic Places Trust Register.

### Director's guidelines

Director's Guidelines are publications from MCDEM that provide guidance and advice on how a function defined by legislation or national planning arrangements should be performed. [http://www.civildefence.govt.nz/memwebsite.nsf/wpg\\_URL/For-the-CDEM-Sector-Publications-Index?OpenDocument#d](http://www.civildefence.govt.nz/memwebsite.nsf/wpg_URL/For-the-CDEM-Sector-Publications-Index?OpenDocument#d)

### Emergency Services

NZ Police, NZ Fire Service, National Rural Fire Authority, rural fire authorities and District Health Boards.

### Emergency Services Coordinating Committee (ESCC)

The ESCC was established by the NZ Police to develop and maintain key relationships and plan for CDEM Emergencies. The ESCC plays a key role in managing a developing emergency and deciding on a lead agency as part of the Hawke's Bay CDEM Adverse Events Procedure.

### EMIS

Emergency Management Information System, an online system allowing agencies to share information, apportion resources, etc.

### Engineering Lifeline Utilities

Engineering Lifeline Utilities is a multi-disciplinary group of companies and authorities that look after the roads, bridges, buildings, power networks, airport, port, major industrial plants, telecommunications and flood control structures.



The CDEM Act places a requirement on all engineering lifeline utility operators to ensure that they are able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency.

#### **EOC**

Emergency Operations Centre. Each TLA in the Hawke's Bay CDEM Group has an EOC.

#### **EPA**

Environment Protection Authority

#### **Four Environments**

Social, Built, Economic and Natural environments which interact with community. In recovery task groups are organised around these environments.

#### **GECC**

Group Emergency Coordination Centre. The Hawke's Bay GECC is located at 311 Lyndon Rd, Hastings, at the rear of the building (also houses Hastings EMC).

#### **Group**

Means the Hawke's Bay Civil Defence Emergency Management Group which has a membership of the Wairoa District Council, Hastings District Council, Napier City Council, Central Hawke's Bay District Council and the Hawke's Bay Regional Council.

#### **HB Engineering Lifelines Group (HBELG)**

The HBELG is made up of Lifeline Utility Operators as defined under the CDEM Act 2002 (e.g. power, water, sewerage, roads, communications and gas providers) and operating in the Hawke's Bay. The purpose of this Group is to plan and coordinate the restoration of key infrastructure as soon as possible during and after an event.

#### **Hazardous Substances Technical Liaison Committee (HSTLC)**

The HSTLC was established by the NZ Fire Service to develop and maintain key relationships, and provide technical advice during a hazardous substances emergency.

#### **Integrated Emergency Management**

IEM is the cooperation and coordination (horizontal integration) between CDEM agencies and coordination within these agencies (vertical integration); to ensure the effective and efficient use and delivery of resources.

#### **InterComm**

This group is managed by the Hawke's Bay CDEM Group PIM to develop and maintain key public information management relationships prior to an event, and coordinate public messaging during and emergency. The members are representatives of the communications staff of local authorities, emergency services and local lifelines operators.

#### **Lead Agency**

The agency with the legislative authority or expertise and resources, which has the primary responsibility for the leadership and control of the response to an incident.

#### **LGA**

The Local Government Act 2002

#### **Local Authority**

A city, district or regional council

#### **MCDEM**

The Ministry of Civil Defence & Emergency Management based in Wellington and part of the Department of the Prime Minister and Cabinet.

#### **New Normal**

New normal refers to the state which a community recovers to, it implies that things won't return to how they were before the event but to a new state

Glossary and Abbreviations (continued)

which now becomes normal. The new normal may mean changes have been made either as a direct result of the event and by decisions made in the recovery process sound future proofing.

**Psychosocial**

A process of facilitating resilience within individuals, families and communities (enabling families to bounce back from the impact of crisis and helping them to deal with such events in the future). Psychosocial support promotes the restoration of social cohesion and infrastructure within the post-emergency environment.

**Public Information Management (PIM)**

Public Information Management (PIM) during an emergency involves the collection, analysis, and dissemination of information to the public.

The term PIM may also be used to generally identify the person or team responsible for carrying out this activity during an emergency.

**Recovery Manager**

The terms Recovery Manager and Group Recovery Manager, used throughout the Strategy refer specifically to the Group Recovery Manager. When referencing a Local Recovery Manager this specific term will be used in the wording.

**RMA**

The Resource Management Act 1991

**Sitrep**

Situation report

**SOP**

Standard Operating Procedure. This refers to a document describing an agreed and formally established procedure that is the commonly accepted method for performing certain emergency management actions within a given situation.

**Territorial Authority (TA)**

A district or city council.

**The Director**

The Director of Civil Defence Emergency Management is responsible for leading the development of structures and processes to support individuals and communities in reducing risk, increasing readiness and managing the response and recovery activities at the national level in civil defence emergencies.

**Welfare Coordination Group (WCG)**

The WCG provides for collective emergency welfare preparedness and planning, and provides the basis for the coordination of this function during the response and recovery.

## APPENDIX B:

# GROUP RECOVERY MANAGER JOB DESCRIPTION

### Role: Group Recovery Manager

#### RESPONSIBLE TO:

The Hawke's Bay Civil Defence Emergency Management (HBCDEM) Group Joint Committee, via the Coordinating Executive Group (CEG)

#### PURPOSE

The purpose of the Group Recovery Manager role is to coordinate, support and lead Recovery activities across the HBCDEM Group and ensure that:

- Recovery appointments and capabilities are developed and maintained across the HBCDEM Group, area as part of readiness, prior to emergencies;
- preparation and planning for the Recovery phase is considered and undertaken alongside the response to an event;
- a fully operational and effective structure is in place to manage the recovery when the Joint Committee direct that the transition from response to recovery is to occur;
- resources required for the recovery are identified and obtained as and when they are needed;
- effective consultation is undertaken with stakeholders throughout the recovery and that the community is engaged in all aspects of the recovery;
- the public and other stakeholders are kept fully informed on matters impacting on them during the recovery;
- effective reporting mechanisms are in place within the Group and to central government through MCDEM throughout the recovery; and,
- where necessary make recommendations to the Joint Committee on the need for a Declaration where a further event occurs or if the emergency situation deteriorates.

#### ATTRIBUTES

The Group Recovery Manager will ideally possess and demonstrate the following personal attributes:

- personal leadership and the ability to motivate others;
- an ability to work effectively with senior executives and elected officials at local, regional and national levels;
- empathy and a willingness to understand and respect others' needs;
- respect of cultural diversity;
- able to achieve team buy-in to the development of plans and procedures;
- reliable and able to be depended on;
- supports colleagues and is collaborative;
- professional and fosters professional behaviour in others;
- able to see own role in relation to the wider operational context;
- able to establish credibility and gain confidence of others;
- able to manage own wellbeing in a high-pressured environment;
- solutions-focused when problem solving;
- able to achieve and maintain a regional overview in support of local needs and local recovery processes;
- self-motivated;
- flexible and is open to new ideas;
- committed to ongoing personal and professional development; and,
- able to reflect on own performance, recognising own abilities and limitations.



## Role of Group Recovery Manager (continued)

### COMPETENCIES

In appointing a Group Recovery Manager, the Joint Committee should ensure that the person being appointed has, or is scheduled to attend, training to gain a comprehensive working knowledge of:

- Group Recovery Manager's role and responsibilities; and
- Recovery concepts and structures.

Ideally the person appointed into the Group Recovery Manager's role will also have knowledge of, or know where to access information on:

- the principles of CIMS;
- risk management;
- CDEM terminology;
- key documented arrangements, such as Memoranda of Understanding and Service Level Agreements, that are in place for an emergency situation, and in particular those in place to facilitate the recovery from that emergency;
- CDEM legislation;
- CDEM Group Plan and local CDEM arrangements, particularly in relation to recovery;
- CDEM Controller's roles and responsibilities;
- relevant response and recovery SOPs; and,
- hazards relevant to the HBCDEM Group area.

Ideally the appointed Group Recovery Manager will also have, or know how to access, the required information on the:

- Building Act (2004);
- Resource Management Act (1991);
- Local Government Act (2002);
- Health and Safety in Employment Act (1992);
- Privacy Act (1993) principles;
- Government crisis management arrangements; and
- The New Zealand hazardscape.

### IMPORTANT FUNCTIONAL RELATIONSHIPS

The Group Recovery Manager will be required to have effective functional relationships in place with a number of individuals, organisations and agencies. These relationships need to be established, understood and functional prior to an event if they are to be effective during a recovery.

While the specific relationships maintained during an emergency will depend on the nature and scale of the event, the following is a list of those that should be considered:

CDEM Region	Joint Committee
Joint Committee Coordinating Executive Group Recovery Task Groups Local Recovery Managers Group and Local Controllers Group and Local Welfare Managers Group and Local Public Information Manager Group Emergency Management Office Emergency Service Providers Lifeline Utilities Territorial Authorities Government Agencies	Ministry of CDEM National Recovery Manager* National Recovery Office* National Recovery Coordinator* *If activated

In addition, the Group Recovery Manager will need to establish and maintain an effective relationship with leaders and people in the affected communities, and it will be critical to the success of the recovery that these people are fully engaged in relation to all aspects of the recovery as it affects them.

#### LOCATION

During the response to an event, the Group Recovery Manager will be located at the Group ECC and will work alongside the Group Controller.

This will enhance the Group Recovery Manager's knowledge of the impact of emergency and of any additional impact that response activities will have on that recovery.

The Group Recovery Manager will undertake the development of the Recovery Action Plan progressively during the response and will begin liaising with the CEG and recovery organisations and agencies prior to the transition to identify any

issues they may have.

The HBCDEM Group Recovery Manager will also be required to attend the regular and routine meetings of the HBCDEM Joint Committee and Coordinating Executive Group from time to time. These meetings are usually held at the Hawke's Bay Regional Council offices in Dalton St, Napier.

#### KEY RESULT AREAS

The precise performance measures for this role will be subject to agreement with the HBCDEM Coordinating Executive Group and will be included in the Group Recovery Manager's Terms of Reference when their appointment is confirmed by the Joint Committee.

# APPENDIX C: GROUP RECOVERY MANAGER'S TERMS OF REFERENCE OUTLINE

The Hawke's Bay Civil Defence Emergency Group Joint Committee confirms the active appointment of:

\_\_\_\_\_ (full name)

as Hawke's Bay Civil Defence Emergency Management Group Recovery Manager. The active appointment is effective from:

\_\_\_\_\_ (day, date, time)

and will cease at (unless amended earlier):

\_\_\_\_\_ (day, date, time)

Where the appointee is not an employee or a member of the Hawke's Bay Civil Defence Emergency Management Group, a contract for services will be entered into between the appointee (or their employer) and Hawke's Bay Regional Council. This contract will provide the appointee with the same levels of indemnity, and in the same circumstances, as if they were an employee of that Council.

Where the appointee is not a person named in Appendix 5 of the Hawke's Bay Civil Defence Emergency Management Group Plan, the appointee must first be approved by a full meeting of the Hawke's Bay Civil Defence Emergency Management Group Joint Committee.

## FUNCTIONS AND DUTIES

The specific duties of the Group Recovery Manager are:

- establish an appropriate management structure for the co-ordination of recovery efforts across the Hawke's Bay Civil Defence Emergency Management Group area, consistent with the Hawke's Bay 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.

- 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 task groups and the affected community.
- establish priorities for recovery works and deadlines.
- identify whether adequate statutory or regulatory authorities exist to aid recovery.
- 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.
- identify and establish systems through the Hawke's Bay Disaster Relief Trust Fund for equitable distribution of relief funds and donated goods made available to the Group Recovery Manager.



- 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 Hawke’s Bay Civil Defence Emergency Management Group on a regular basis.
- inform and advise the Ministry of Civil Defence & Emergency Management on a regular basis.
- Management structure

The management structure is outlined in Appendix F Recovery Plan. The Group Recovery Manager must recognise the considerations of the day and the recovery needs across all task groups and adapt the structure accordingly.

**FINANCIAL DELEGATION**

Financial delegations are outlined in the Group Plan and the Delegations Manual of the Hawke’s Bay Regional Council. Where the appointee is a staff member of the administering authority, with the financial delegation for day-to-day business or the Group Recovery Manager financial delegation (whichever is the greater) will be recognised.

**REPORTING**

The Group Recovery Manager will report to the Hawke’s Bay Civil Defence Emergency Management Group Joint Committee through the Coordinating Executive Group each day at an agreed schedule or on an as required basis, providing updates and progress against the approved Group recovery Action Plan.

I, \_\_\_\_\_ (full name),

hereby accept the appointment described above as HBCDEM Group Recovery Manager for the term outlined above.

\_\_\_\_\_  
(signed and dated)  
Signed on behalf of the Hawke’s Bay Civil Defence Emergency Management Group:

\_\_\_\_\_  
Chairperson, HBCDEM Joint Committee

# APPENDIX D: TASK GROUP MEMBERSHIP, TASKS & OUTCOMES

## 1. Social Environment Task Group

Group Chair: Ministry of Social Development Representative

Members:		
Work and Income	Ministry of Education	Representatives from affected TA(s)
IRD	Child Youth and Family	Te Puni Kokiri / Iwi
Red Cross	Housing NZ Corporation	MCDEM
MPI	Group EMO	NGO coordinator
Salvation Army	Insurance Industry	DHBs
Public Health		
Others as recommended by the Task Group Chair and approved by the Group Recovery Manager		

### TERMS OF REFERENCE:

- 1)

Coordinate relevant agencies to provide services (when, where and how) to all people in the communities affected by the event. This means restoring the needs of members of the communities for food, accommodation and safety.  
  
At the same time, there is a need to ensure that the psychological and emotional needs of members of the communities are identified and addressed.  
  
The provision of support and help, by providing information, specialist services and resources will encourage people, families and communities to get back to normal after a disaster.
- 2)

Establish social service one-stop-shops, which are accessible to those affected by the emergency event.
- 3)

Enable people in communities affected by the event, to be involved in decision making. This is an important step that will lead on to their return to a state of full self management.

- 4)

Oversee and organise the contributions of volunteers -- both organised (from recognised organisations) and spontaneous (members of the public who offer their services).  
  
Issues of specific interest to the Social Environment Sector Group, include financial needs (grants, relief funds, emergency payments) cultural and language issues, schooling and healthcare, sanitation and public health, clearances for reoccupation and re-use of buildings, care of foreign nationals and tourists, impact assessments (multi-purpose), and access to insurance services.  
  
Additional sub task groups may be required depending on the scale of the emergency, e.g. psychosocial, housing, financial assistance and education. Additional stakeholders may also need to be co-opted.

## 2. Economic Environment Task Group

Group Chair: Economic Development Manager from one of the TLAs.

Members:	
Economic forum	Ministry of Social Development
Business Recovery – includes representatives from: Business Associations, Chamber of Commerce, Tourism HB, Business HB, Horticulture / Viticulture industries.	Federated Farmers
Ministry for Business, Innovation and Employment	MPI
Airport and port	IRD
Iwi	ACC
Vet representative	Representatives from affected TLAs
HB Regional Council	Insurance sector
Others as recommended by the Task Group Chair and approved by the Group Recovery Manager	

### TERMS OF REFERENCE:

- 1) Coordinate an economic impact and opportunity study of the areas affected, identifying the impact on all sectors of the communities – social, business, rural, territorial local authorities, overall impacts.
- 2) Coordinate and support key agencies in determining and responding to the economic impacts and opportunities as a result of the disaster.
- 3) Support requests to Central Government for financial assistance and to identify future impacts and potential areas for further assistance and planning.
- 4) Work to restore banking and other financial services, business operations and community services as soon as possible.
- 5) Work with the insurance sector to ensure co-ordinated response by insurance companies and to address adequacy of cover for reconstruction, and to develop a fast track insurance processing system.
- 6) Capture evolving opportunities for business development to service new or expanded community or economic needs.
- 7) Support businesses through relocation, infrastructure connectivity, peer support and facilitating access to funding.
- 8) Forecasting and oversight of changing labour and skill needs to meet recovery activity requirements. Working with government to reduce barriers to meet demand. Liaising with Social Task Group around social needs created by transient workers.



3. Natural Environment Task Group

Group Chair: Hawke’s Bay Regional Council Representative

Members:	
HBRC	MFE (incl EPA)
Representatives from affected TA(s)	Department of Conservation
Environmental Interest Groups, e.g. Fish and Game, Forest and Bird, Federated Farmers	MPI
GNS	NIWA
Iwi	
Others as recommended by the Task Group Chair and approved by the Group Recovery Manager	

TERMS OF REFERENCE:

- 1) Work to minimise the impact of the emergency and subsequent recovery activities on the natural environment; this may have consequences on the social, built and economic environment.

2) Address any waste/pollution issues that may negatively affect the natural environment.

3) Co-ordinate the preservation of community assets such as parks, reserves and similar amenities.

4) Provide advice on threatened or endangered species in the affected area.

5) Address the difficult task of achieving an appropriate balance between ‘economic activities for enjoying comfortable life and considerations for the global environment’ by preserving and improving the natural environment and by efficiently using finite energy resources.
- 6) Take both a long term and a short term view of natural environment issues, taking into account pre-existing plans for change in the area.

7) Understand hazard environment and any new hazards created.

8) Advocate for the natural environment.

#### 4. Built Environment Task Group

Group Chair: Group Lifelines Coordinator

Members:	
Representatives from affected TLA(s)	Housing NZ Corporation
Transit NZ	EQC
Insurance Industry	MPI
Civil Construction and Roading Contractors	NZ Rail
Telecommunications providers	House Building Industry
Electricity Companies	Telecommunications Industry
Unison	Regional Council
Rural Representatives Civil Aviation Authority (Airport companies)	Historic Places Trust, Heritage New Zealand
Others as recommended by the Task Group Chair and approved by the Group Recovery Manager	

#### TERMS OF REFERENCE:

- a. To coordinate and report on the progress being made to repair and reinstate or replace the built environment in affected districts. This will include:
  - Determination of infrastructure recovery priorities
  - Identification of interdependencies amongst infrastructure/utilities
  - To establish contacts between utilities and contractors
  - Consideration of road, air, water, and rail access within, to/from, and around the affected area(s)
  - Feedback mechanisms established.
- b. Responsible for recommending any necessary priorities, coordination or other support required to ensure the timely completion of the recovery work and minimisation of future risks to vulnerable utilities.
- c. To provide information for situation reports, media releases and reports on infrastructure matters to central government.
- d. The membership and work of this Task Group could be limited to a small number of utilities depending upon the nature of the emergency e.g. a flooding situation may involve little more than roading and stop-bank works.
- e. The Director's Guidelines for recovery management envisages this Task Group as being divided into five sub-Task Groups if necessary for the emergency circumstances; i.e. residential housing, commercial/industrial property, public buildings and assets, rural farmland, and lifeline utilities sub-groups.
- f. Mitigate for future hazards considering reduction, readiness, response and recover.
- g. Consideration of interdependencies of the infrastructure and utilities on the ability of the affected communities to exist and live within the affected area.

## APPENDIX E: TASK GROUP AGENDA

Establishing the various task groups and identifying which organisations and individuals can contribute to the recovery in each environment will be critical to the success of the recovery.

Many of those who will make a major contribution to the recovery will also have held key roles and responsibilities in the response, and are likely to be already very aware of many of the key issues related to their particular environment that will need to be managed through their Task Group during the recovery.

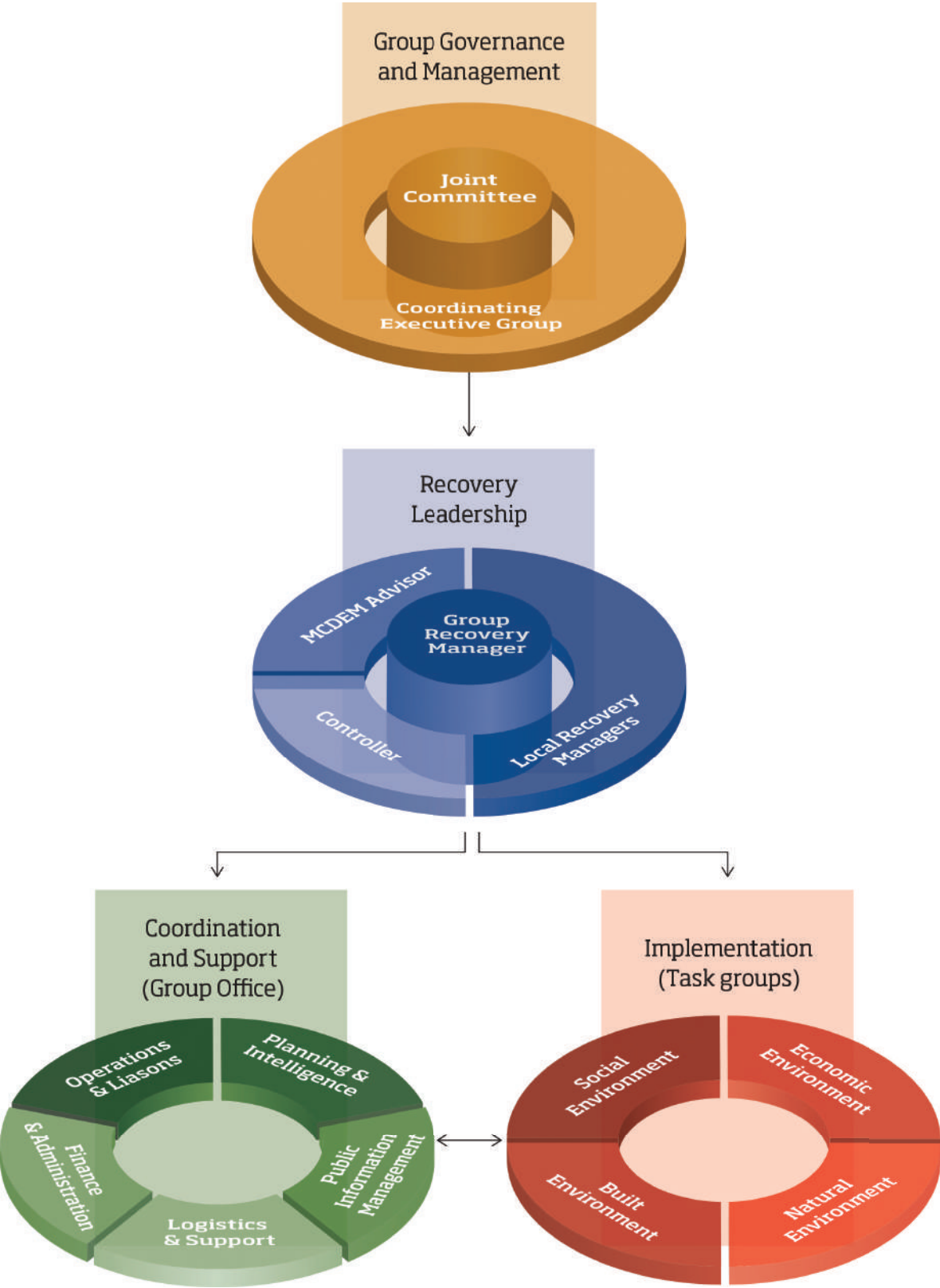
Prior to the transition to recovery it is important that appointed Task Group leaders conduct a meeting with each of the agencies and organisations involved in that environment to establish the tasks, priorities and needs of each agency or organisation involved.

An outline agenda for the initial Task Group meeting could include some or all of the following as relevant:

- a summary of the background, nature and scope of the event;
- a summary of the current situation based on the most recent situation report;
- a summary of the response and recovery activities undertaken to date;
- a summary of any outstanding and ongoing response activities or tasks and their resource requirements and likely timeframes;
- a summary of any specific recovery activities initiated during the response and their current status;

- a list of any recovery actions or activities identified during the response that are yet to be acted upon;
- any other observations or limitations that might impact on recovery activities;
- identification of short, medium and long term recovery priorities;
- a review of any impact assessment report;
- a review of any identified Recovery Action Plan responsibilities;
- a review and confirmation of the task group Terms of Reference (does this event require an amendment or addition to the TOR?);
- determine which sub task groups need to be activated;
- confirm stakeholder involvement;
- identify and confirm community engagement requirements and processes;
- identify issues which require collaboration with other task groups; and,
- agree any future meeting dates and timings.

APPENDIX F:  
RECOVERY STRUCTURE





## APPENDIX G: TRANSITION PLANNING MEETING AGENDA

A Transition Planning Meeting will be arranged once the decision to initiate the transition to recovery from response has been agreed as appropriate by the Group Controller and Group Recovery Manager.

Before meeting to complete the transition planning, the Group Controller and Group Recovery manager need to assure themselves on essential prerequisites for a successful transition. These are that:

- the statutory powers of the Group Controller, as detailed in the CDEM Act 2002, are no longer required to ensure the safety, security and well being of the affected communities;
- the Joint Committee, CEG and Local Authorities have returned to a state where they can again undertake the full governance responsibilities that they were elected or appointed to undertake; and,
- the affected communities perceive that they are safe and secure in their current state and that their basic welfare and community health needs are being met and will continue to be met once the transition to recovery has occurred.

The aim of transition planning is to ensure the smooth transition from response to recovery and that all issues currently being carried out or dealt with are properly identified, and that relevant activities and actions are captured and passed to the Group Recovery Manager for consideration in the development of the initial Group Recovery Action Plan.

The Transition Planning Meeting will be chaired by the Group Controller. It should be attended by: representatives from each of the authorities or agencies involved in the response; the Group Recovery Manager; and representatives of each of the authorities, agencies or supporting organisations already, or likely to be, engaged in recovery activities.

The meeting will be conducted in a fact-finding, consultative manner and cover or make clear the following:

- a summary of the background, nature and scope of the event;
- a summary of the current situation based on the most recent situation report;
- a summary of the response and recovery activities undertaken to date;
- a summary of any outstanding and ongoing response activities or tasks and their resource requirements and likely timeframes, particularly those related to the basic needs of the affected communities related to aspects such as safety, security, accommodation, food, potable water, basic health and hygiene;
- a summary of any specific recovery activities initiated during the response and their current status;
- a list of any recovery actions or activities identified during the response that are yet to be acted upon;
- any other observations or limitations that might impact on recovery activities;
- identification of short, medium and long term recovery priorities; and
- any other information that those attending the meeting might feel is relevant or useful in development of the transition from Response to Recovery and the development of the initial Group Recovery Action Plan.

# APPENDIX H: RECOVERY ACTION PLAN TEMPLATE

Event: \_\_\_\_\_ Date of Event: \_\_\_\_\_

District/Region affected: \_\_\_\_\_

Recovery Manager for Event: \_\_\_\_\_

Date Recovery Action Plan starts: \_\_\_\_\_ Date to Review: \_\_\_\_\_

Date(s) identified for transition from response to recovery activity:

Date for transition	Activity	Signed & dated by Group Controller & Recovery Manager

Brief Sitrep:

Date	Current situation

Schedule of Meetings:

Date	Location	Type of Meeting	Agencies to attend

Actions outstanding from response phase:

Date	Outstanding actions from response phase	Risks identified? Yes/No.. If yes, what risks?	Agency responsible	Date to be completed	Date completed

Notes

Key Short term priorities:

Date	Outstanding actions from response phase	Risks identified? Yes/No.. If yes, what risks?	Agency responsible	Date to be completed	Date completed

Notes

Key medium term priorities:

Date	Outstanding actions from response phase	Risks identified? Yes/No.. If yes, what risks?	Agency responsible	Date to be completed	Date completed

Notes

Key long term priorities:

Date	Outstanding actions from response phase	Risks identified? Yes/No.. If yes, what risks?	Agency responsible	Date to be completed	Date completed

Notes



Development of an exit strategy:

Task	Activities	Agency responsible
Identification of assistance required in the longer term		
A transition to business as usual to manage long term recovery activities		
Planning and reporting in the longer term		
Opportunities for communities to discuss unresolved issues and continue to participate in their recovery		
Changes to organisational arrangements including the need for subcommittees and contact lists		
Learning from the event: debriefing and reviewing		

Notes

## APPENDIX I: GROUP RECOVERY MANAGER PLANNING TOOL

Past experience, particularly from the Christchurch events, has highlighted that there will be significant challenges that will need to be addressed during a recovery operation. These challenges are influenced and in some cases created by factors such as:

- the lack of statutory powers provided for the Group Recovery Manager by the Act;
- the role that central government takes up in leading or influencing the recovery;
- the effectiveness of local government in providing leadership, guidance and oversight of the recovery;
- the willingness of those in the affected areas to be involved in the recovery and the level at which this involvement is allowed to occur. Some of the challenges that the Group Recovery Manager, and the agencies and organisations involved in managing the recovery are likely to face, and a checklist of points that might help in managing in these areas are:

CHALLENGE/RISK	MITIGATION / CONTROLS
<b>Transition between response and recovery</b> <i>(moving seamlessly from response to recovery)</i>	<ul style="list-style-type: none"> <li>• Become familiar with recovery challenges by working with the Group Controller from Day One</li> <li>• Hold transition planning meeting.</li> <li>• Where possible utilise Controllers powers to facilitate the recovery.</li> <li>• Prepare Group Recovery Action Plan.</li> <li>• Gain Joint Committee approval.</li> <li>• Clear Terms of Reference from Joint Committee</li> <li>• Communicate transition detail far and wide.</li> </ul>
<b>Short policy window</b> <i>(putting into place new policy that will allow the recovery to achieve a quality future)</i>	<ul style="list-style-type: none"> <li>• Identify any legislation blocking or impeding the recovery and introduce changes that facilitate a full recovery while keeping the community safe.</li> <li>• Develop and introduce policy and processes that will mitigate future risks and improve community resilience.</li> <li>• Where necessary undertake 'Green Fields' planning with the affected communities and identify opportunities to improve the environment to achieve a quality future.</li> </ul>
<b>Maintaining Community engagement and Communication</b> <i>(the community is informed, involved, engaged and not forgotten)</i>	<ul style="list-style-type: none"> <li>• PIM function resourced in group structure.</li> <li>• InterComm activated.</li> <li>• Best practice approach to community engagement used.</li> <li>• Ongoing media coverage for the recovery.</li> <li>• The recovery organisation is seen to be consultative, responsive, responsible and accountable within the affected communities.</li> <li>• Flexibility to adapt.</li> <li>• Relationships are strong to enable people to adapt together.</li> </ul>

<b>Complexity and long term</b> <i>(keeping the total community and stakeholders interested and engaged in the recovery)</i>	<ul style="list-style-type: none"> <li>• Keep all stakeholders and the affected communities fully informed in progress of the recovery, what still has to be done, and likely timelines for ongoing work.</li> <li>• Keep all informed on any delays in the recovery and what is being done to overcome these delays.</li> <li>• Continually reassess affected community needs and priorities to see if these are changed by complexity and timelines.</li> <li>• Identify and consider alternatives where a decision is contributing to the complexity or a delay.</li> <li>• Consider policy changes where current policy creates complexity or delay.</li> </ul>
<b>Competing priorities and needs</b> <i>(priorities and needs will often exceed available resources and be in conflict)</i>	<ul style="list-style-type: none"> <li>• Meet regularly with affected communities to understand their needs and priorities, to identify concerns, and to answer questions.</li> <li>• Meet regularly with Task Groups and Local Recovery Managers to identify and set key priorities.</li> <li>• Group Recovery Action Plan reflects agreed priorities and drives action.</li> <li>• Group Recovery Action Plan communicated widely.</li> </ul>
<b>Coordination and integration across stakeholders</b> <i>(everyone moving forward together with the same understanding)</i>	<ul style="list-style-type: none"> <li>• Stakeholders represented on Task Groups.</li> <li>• Task Group Chairs and Group Recovery Manager communicate regularly.</li> <li>• Stakeholder needs fed into Group Recovery Action Plan.</li> <li>• Group Recovery Action Plan communicated widely.</li> </ul>
<b>Struggle to collect and collate accurate information</b> <i>(quality information is essential to good decision making)</i>	<ul style="list-style-type: none"> <li>• Robust information management systems.</li> <li>• Good channels allowing communities to communicate issues and updates.</li> <li>• Regular Task Group meetings.</li> <li>• Timely Task Group reporting.</li> </ul>
<b>Tyranny of the urgent – swift action that allows for community input</b> <i>(balancing making progress while ‘taking the community with you’)</i>	<ul style="list-style-type: none"> <li>• Decision making criteria clearly identified and understood.</li> <li>• Where ever possible, community input will be sought on decisions which affect that community.</li> <li>• Where an urgent response is necessary for the safety or security of the affected community, this will be advised, and where possible or necessary this will be consulted on and adjusted as time and circumstance allows.</li> </ul>
<b>Tension between ‘top down’ and ‘bottom up’</b> <i>(priorities of governance may differ from those of the affected communities)</i>	<ul style="list-style-type: none"> <li>• Consult widely and seek input from all stakeholders and experts.</li> <li>• Ensure effective and meaningful community engagement.</li> <li>• Return to values when making decisions.</li> <li>• Communicate effectively and widely on decisions.</li> <li>• Accept responsibility and be open, transparent and accountable.</li> </ul>

<p><b>Insurance led</b> <i>(a lot of the recovery will be dependent on insurance funding before recovery work can be started)</i></p>	<ul style="list-style-type: none"> <li>• Insurance representatives on Economic Environment Task Group.</li> <li>• Public information around support pathways available to individuals, groups and businesses dealing with insurance.</li> <li>• Regular meetings with representatives of the insurance industry to keep them fully informed on the effects of the event and the recovery, to gain their input to problems, and to gain their buy in to solutions.</li> </ul>
<p><b>Financial constraints</b> <i>(there will never be enough money made available to complete all of the activities that the recovery structure may wish to undertake)</i></p>	<ul style="list-style-type: none"> <li>• Finances to be approved and allocated by the Joint Committee against an approved Recovery Action Plan and budget.</li> <li>• Financial allocations to be amended by the Joint Committee as recovery requirements and expectations are changed in the Recovery Action Plan.</li> <li>• All forms of funding to be investigated and sought to meet recovery needs, including Government funding.</li> <li>• The HBRC financial management system to be used to record and monitor expenditure on recovery activities.</li> <li>• The Hawke's Bay Disaster Relief Fund to receive public donations and to make disbursements to organisations and individuals as approved by the Trust responsible for administering the Fund.</li> <li>• Public to be informed and assisted in making applications to the Hawke's Bay Disaster Relief Fund.</li> </ul>
<p><b>Legislative constraints</b> <i>(the recovery must comply with legislation or find a solution where it can't)</i></p>	<ul style="list-style-type: none"> <li>• Sound advice from experts as to impact of legislative constraints on the recovery process.</li> <li>• Where legislation cannot be met and is adversely impacting progress of the recovery the Joint Committee to look at a temporary fix or to look to amend the legislation.</li> <li>• Constraints factored into recovery planning and communicated to manage expectations.</li> </ul>
<p><b>Transition to business as usual</b> <i>(moving seamlessly to 'business as usual' when the responsible organisations are in a place to do so)</i></p>	<ul style="list-style-type: none"> <li>• Joint Committee to approve transfer of any responsibilities from the recovery structure back to the business as usual structure.</li> <li>• Responsibilities are best transferred when the business as usual structure has the resources and capability to manage this.</li> <li>• To ensure clarity the business as usual structures must be represented on Task Groups where they are managing aspects that impact on the recovery.</li> <li>• Full and final transition will occur as directed by the Joint Committee approved Exit Strategy.</li> </ul>



# APPENDIX J: COMMUNITY ENGAGEMENT CHECKLIST

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

Group and local recovery managers need to identify and work closely with pre-existing community networks such as those developed through Government Departments, NGOs, Iwi, church groups, organisations such as Rotary or Lions, and locally organised groups such as Neighbourhood Support.

It is also important to remember that effective

community engagement in the recovery will not be possible until the basic welfare needs of the affected communities have been met. Addressing the immediate needs of individuals, families and communities in relation to safety, security, food, potable water, shelter, basic hygiene and health needs will be a focus in the response, but meeting these needs will also be ongoing and will require appropriate focus and prioritisation in the recovery.

The following will provide some ideas that will be useful in guiding how the community might be engaged fully and effectively in the recovery:

Know the community	
What	How
What do we know about the community?  What don't we know and how can we find out more?	<ul style="list-style-type: none"><li>• Reference risk profile for the social environment, seek advice from organisations and CDEM people working in the community.</li><li>• Use LTA and agency contacts to help you build a picture of the community.</li></ul>
Identify community of interest to engage with	
What	How
Identify people and organisations that have an interest in the focus of the engagement.  Identify existing groups and networks.  Identify vulnerable groups.  Identify community leaders within the community either those who lead community groups or are known and respected  Are there barriers to involvement? How do we overcome them?	<ul style="list-style-type: none"><li>• Build on existing contacts, networks, services and projects which connect people, through:</li><li>• Government Departments such as MSD</li><li>• Agencies</li><li>• Iwi</li><li>• LTAs</li><li>• NGOs such as Red Cross, Meals on Wheels, Plunket etc</li><li>• Churches</li><li>• Schools, childcare facilities</li><li>• Business networks</li><li>• Clubs and organisations such as Rotary and Lions</li><li>• and other groups such as Neighbourhood Support</li><li>• Use networks, distributed radios and noticeboards to reach isolated communities, identify resources to help communicate with people with disabilities.</li></ul>

Develop engagement programme in partnership	
What	How
<p>Identify community leaders to partner with (either those with official positions e.g. church leader or school principal or go to people / community doers).</p> <p>Agree the objectives of the engagement programme?</p> <p>Determine what level of engagement will work best? Do we want people to act/own their own solutions? Do we want people to give their opinions? Do we just want to inform?</p> <p>Develop engagement programme:</p> <ul style="list-style-type: none"> <li>• Methods we will use to engage.</li> <li>• How we will work together.</li> <li>• How we will share information.</li> <li>• How will we feedback?</li> <li>• Actions and resourcing.</li> <li>• Monitoring and evaluation.</li> </ul>	<p>Seek advice and introductions from agencies, iwi, NGOs and TAs.</p> <ul style="list-style-type: none"> <li>• Is there anyone “missing” – how can they be involved?</li> <li>• Share information, keep it clear and simple</li> <li>• Ask for ideas</li> <li>• Find out what tools, skills and resources are available, what is needed and who can do what</li> <li>• Work together</li> <li>• Provide feedback and ask for feedback</li> </ul> <p>Where an agency response is required, be clear about what is being done and why. Consider the IAP2 spectrum of public participation on pages 74 and 75 of this strategy. When people are part of “fixing things” it helps their recovery. Giving people room and permission to act, where practical and with appropriate support, is the preferred approach</p> <p>Utilise planning template such as the one in Community Engagement in the CDEM context Best Practice Guideline for Civil Defence Emergency Management Sector [BPG 4/10] <a href="http://www.civildefence.govt.nz/memwebsite.nsf/Files/Community-engagement/\$file/Community-engagement-web.pdf">http://www.civildefence.govt.nz/memwebsite.nsf/Files/Community-engagement/\$file/Community-engagement-web.pdf</a></p>

The levels of community engagement will very probably change as the emergency progresses and as the affected communities are more able to become involved in contributing to the recovery. In the beginning it may be that the main need is simply to inform the public, but the aim should always be to eventually empower the affected

communities to provide their solutions for the long term recovery from an event, which will then directly impact on long term community resilience. The following spectrum of public participation provides a guide to what the different levels of community engagement might look like and what this might mean in the recovery:

# APPENDIX J: COMMUNITY ENGAGEMENT CHECKLIST (CONT)

The IAP2 spectrum of public participation

## INCREASING OWNERSHIP, INCREASING RESILIENCE

	INFORM	CONSULT
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives, opportunities and/or solutions	To obtain feedback on analysis, alternatives and/or decisions
PROMISE TO THE PUBLIC	"We will keep you informed."	"We will keep you informed, listen to and acknowledge concerns, and provide feedback on how public input influenced the decision."
EXAMPLES OF METHODS	<ul style="list-style-type: none"><li>• Media stories</li><li>• Education campaigns</li><li>• Websites Twitter</li><li>• Information meetings</li></ul>	<ul style="list-style-type: none"><li>• Exhibition of plans</li><li>• Focus groups</li><li>• Surveys</li><li>• Consultative meetings</li></ul>



INVOLVE	COLLABORATE	EMPOWER
To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered	To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution	To place final decision making power in the hands of the public
"We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision."	"We will look to you for direct advice and innovation in formulating solutions, and we will incorporate your advice and recommendations into the decisions to the maximum extent possible."	"We will implement what you decide."
<ul style="list-style-type: none"><li>• Workshops</li><li>• Planning forums</li></ul>	<ul style="list-style-type: none"><li>• Citizen advisory committees</li><li>• Joint projects</li></ul>	<ul style="list-style-type: none"><li>• Management committees</li><li>• Referenda</li></ul>



## APPENDIX K: EXIT STRATEGY CHECKLIST

An Exit Strategy Planning Meeting will be arranged when the decision has been made by the Joint Committee to complete the transition of all remaining activities being managed by the Group Recovery Office Group to 'business as usual'.

### Principal aim

The principal aim of transition planning is to ensure the smooth transition from recovery to business as usual so that the affected communities and individuals continue to have their post emergency needs identified and managed in the most effective manner possible.

It is critical that all issues currently being dealt with by the recovery organisation are properly identified, relevant activities and actions captured and that these are then clearly and unambiguously passed on to the relevant business as usual organisations and managers.

### Planning Meeting

The Exit Strategy Planning Meeting will be chaired by the Group Recovery Manager and attended by representatives from each of the Task Groups, and representatives of each of the authorities, agencies or supporting organisations already, or likely to be, taking over responsibility for recovery activities. The meeting will be conducted in a fact finding, consultative manner to cover or clarify the following:

- a summary of the background, nature and scope of the event;
- a summary of the current situation based on the most recent situation report;
- a summary of the recovery activities undertaken to date;
- a summary of activities that have already been transitioned to business as usual;
- a summary of any outstanding and ongoing recovery activities or tasks and their resource requirements and likely timeframes, particularly

those related to the basic needs of the affected communities related to aspects such as safety, security, accommodation, food, potable water, basic health and hygiene ;

- a summary of any specific business as usual activities initiated during the recovery and their current status;
- a list of any business as usual actions or activities identified during the recovery that are yet to be acted upon;
- any other observations or limitations that might impact on business as usual activities;
- identification of short, medium and long term business as usual priorities;
- identify the time at which the Group Recovery Office will close for recovery business and that business as usual organisations take responsibility for remaining activities; and
- any other information that those attending the meeting might feel is relevant or useful in development of the transition from recovery to business as usual.

### Transition Plan

From the Exit Strategy Planning meeting, the Group Recovery Manager will develop a transition plan for agreement by the business as usual managers. Once agreed to, this will be presented to the Joint Committee for approval.

### Public notification & awareness

Once approved by the Joint Committee, the transition plan – and the move to business as usual organisations of all remaining activities - needs to be publicly notified. This should inform affected communities and individuals where they can now go for ongoing support for any ongoing recovery or emergency related needs, but the Group Recovery Office function is now closed.

An effective way to help the public understand that business as usual has resumed is to hold a public event to mark the transition. This should be highlighted as a significant milestone in the community's recovery from the emergency, and as part of the community healing process.

### Debrief

A key aspect of the Exit Strategy will be for the Group Recovery Manager to ensure that various aspects of the emergency, and the recovery from the event, are properly debriefed .

The emergency will have provided lessons that, when properly identified and analysed, could contribute to improved planning and processes in the future and may well mitigate an emergency event, or improve the Group's ability to recover from an emergency.

### Debriefs should be arranged to identify:

- details of the event, the causes and effects;
- where changes to processes, procedures and planning may be necessary to mitigate the effects on the communities affected by the event and/or to prevent or reduce these effects where possible for any future similar event;
- any issues related to governance, resourcing, information management, or authorities that need resolution;

- areas where current plans, processes and operating procedures might be changed so that the organisation operates more effectively at any subsequent event;
- areas where training would be useful are identified.

### Post Event Report

Following the termination of the Group recovery operation, the Group Recovery Manager will be tasked to prepare a detailed post-event report for the CEG and Joint Committee that will provide this background on the event and outline the recovery operation lessons learnt.

The report will make recommendations to the Joint Committee on measures that might be taken to both mitigate a future similar event and ensure that the Group had in place an effective recovery plan for a future event. This may include developing action plans to ensure that any lessons learnt are fully incorporated into the emergency processes of the Group and of TLAs.

## APPENDIX L: LIST OF REFERENCE DOCUMENTS

### Recovery General

- The Hawke's Bay CDEM Group Plan 2014-2019  
[www.cdemhawkesbay.govt.nz](http://www.cdemhawkesbay.govt.nz)
- Recovery Management  
Director's Guidelines For CDEM Groups  
[www.civildefence.govt.nz](http://www.civildefence.govt.nz)
- Focus on Recovery  
[www.civildefence.govt.nz](http://www.civildefence.govt.nz)
- Section 25 Guide to the National CDEM Plan  
[www.civildefence.govt.nz](http://www.civildefence.govt.nz)
- Civil Defence Emergency Management Act 2002
- Introduction to Recovery (online module)  
[www.nzcdem.articulate-online.com](http://www.nzcdem.articulate-online.com)

### Community Engagement

- Community Engagement in the CDEM context  
Best Practice Guideline for Civil Defence  
Emergency Management Sector  
[www.civildefence.govt.nz](http://www.civildefence.govt.nz)

### Impact Assessment

- Recovery Management  
Director's Guidelines For CDEM Groups  
[www.civildefence.govt.nz](http://www.civildefence.govt.nz)

Documents cited above available  
online at time of publishing

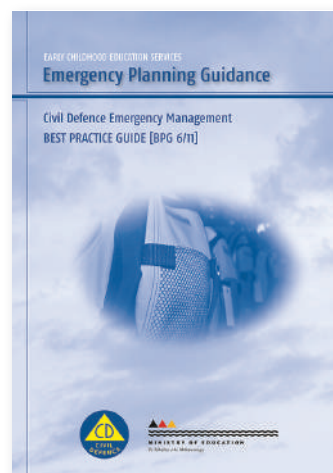
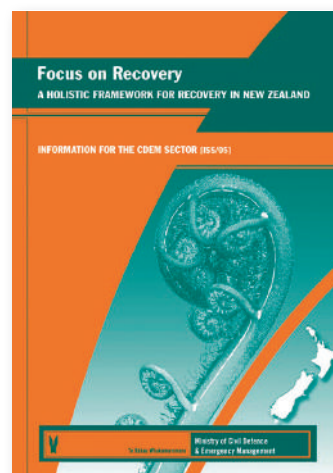
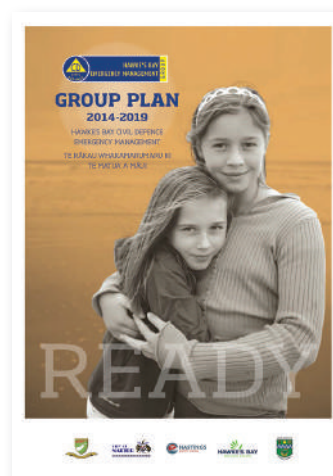






Image: Paul Roper-Gee





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