

32. Recovery

Summary

Communities can be severely disrupted by emergencies, and recovering from the consequences of an emergency can be a complex process. Recovery seeks to minimise the consequences of an emergency, restore essential community services and functions, reduce future exposure to hazards and their risks, and regenerate and enhance community well-being.

Recovery starts as soon as possible during the response phase of an emergency, and continues well after an emergency is over. Recovery addresses community needs across the social, economic, natural, and built environments in a holistic and coordinated manner.

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32.1 Introduction

Part 9 Recovery

152 Introduction

Recovery involves the co-ordinated efforts and processes used to bring about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency.

32.2 Objective

153 Objectives

Recovery objectives include—

- (a) minimising the escalation of the consequences of the emergency; and*
- (b) regeneration and enhancement of—
 - (i) the social, psychological, economic, cultural, and physical well-being of individuals and communities; and*
 - (ii) the economic, built, and natural environments that support that well-being; and**
- (c) taking practicable opportunities to adapt to meet the future needs of the community; and*
- (d) reducing future exposure to hazards and their associated risks; and*
- (e) supporting the resumption of essential community functions.*

32.3 Principles

154 Principles

- (1) Recovery consists of co-ordinated efforts and processes to effect the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency and requires that agencies and CDEM Groups work together in establishing shared goals, priorities, strategies, and information needs.*
- (2) Recovery involves the community and activities across the following 4 environments:
 - (a) social:*
 - (b) economic:*
 - (c) natural:*
 - (d) built.**
- (3) Recovery should be flexible and scalable in accordance with meeting the needs of the community.*
- (4) Recovery measures should be pre-planned and implemented (with necessary modifications) from the first day of the response (or as soon as practicable) and should be co-ordinated and integrated with response actions.*
- (5) The aim of immediate recovery activity is to enable individuals to continue functioning as part of the wider community.*
- (6) A return to past normality may be impossible (for example, continued exposure to unacceptable levels of risk from hazards may necessitate the relocation of people and property at risk).*
- (7) Depending on the nature, scale, and complexity of the emergency, recovery may take a short time or many years, possibly decades.*

32.4 Recovery environments

Recovery environments

The four environments of recovery (see **Figure 32.1**) are interdependent foundations that support a community to function and thrive. The intent of recovery environments is to provide a framework to identify and consider all possible and actual, direct and indirect consequences of an emergency so that these can be addressed during recovery.

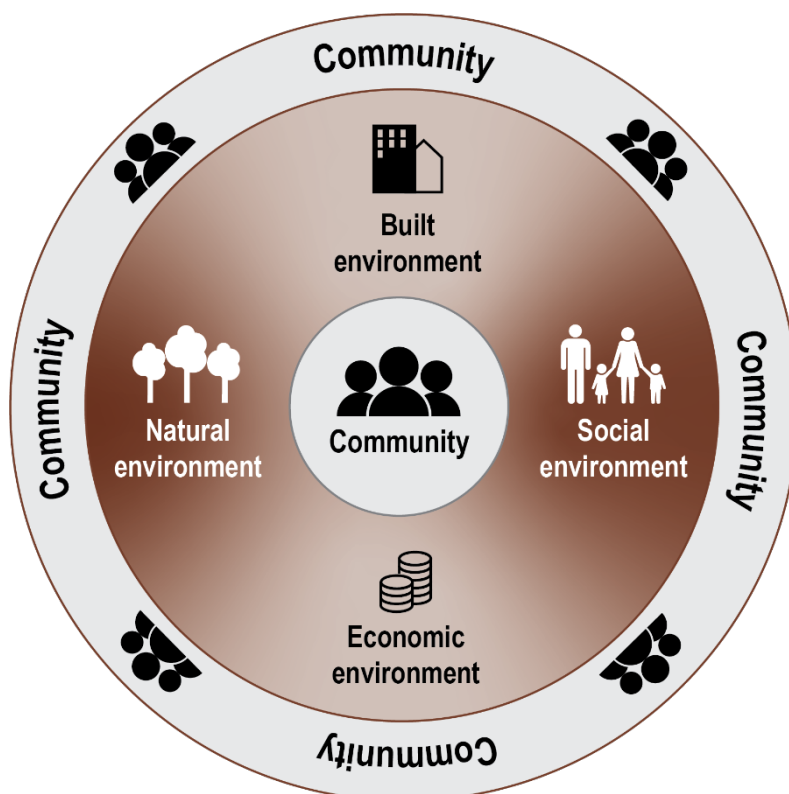


Figure 32.1: The recovery foundations that interact and connect to support a community to function and thrive

32.5 Moving from response to recovery

155 Transition from response to recovery

- (1) Information received in response to an emergency should be used as a basis for developing a recovery action plan, and recovery strategy (if required), for establishing and planning effective recovery arrangements.
- (2) As the response concludes, a planned transition to recovery must be managed.
- (3) The transition from response to recovery in emergencies may be staged and variable across regions and areas.
- (4) Effective transition from response to recovery depends on understanding and agreement between Controllers and Recovery Managers.
- (5) The principal aspects of this transition are to be outlined in the recovery action plan and, if needed, the recovery strategy.

Recovery Action Plan

The first Recovery Action Plan is developed to plan effective recovery arrangements based on the specific consequences of the emergency and outlines the principal aspects of the move from response to recovery.

A Recovery Action Plan template is available in the Recovery Toolkit on www.civildefence.govt.nz.

Additional activities

Three additional activities are undertaken as part of the move from response to recovery. The authority and nature of activities are dependent on the scale of the emergency.

1. A Response to Recovery Transition Report is prepared by the Controller who led the response (National, CDEM Group, or Local) outlining:
 - ♦ a brief summary of the event, including a summary of emergency powers exercised, open purchase orders, ongoing costs and ongoing funding
 - ♦ the nature and extent of the consequences (short-, medium-, and long-term) focusing on the four environments and their inter-relationships, the condition of the community affected by the emergency, and any areas or situations with the potential to re-escalate
 - ♦ governance arrangements, including details of Recovery Managers and recovery leads, and reporting, meetings, or forums to be carried over into recovery
 - ♦ communication underway or planned, and engagement with key partners underway or planned, including iwi and community
 - ♦ Short-term resource analysis including priority, responsible agency, and potential gaps
 - ♦ Key risks and issues arising because of the emergency and in moving from response to recovery, and actions proposed and underway to reduce the impact
 - ♦ Outstanding response actions and agencies and organisations responsible
2. A transition briefing, chaired by the Controller who led the response and using the Response to Recovery Transition Report and Recovery Action Plan, involving all key response and recovery personnel. The Recovery Manager is responsible for ensuring agencies and groups with a role in recovery are committed to their continuing role.
3. Communicating the move from response to recovery including developing a communications plan to ensure continuity of communications from response to recovery (**see** Section 28, Public information management for more information) and holding a media briefing following the move from response to recovery. The purpose of the brief is to:
 - ♦ reflect on the positive aspects of the emergency response
 - ♦ provide assurance to communities affected by the emergency
 - ♦ outline the scope and current priorities for recovery
 - ♦ clearly describe the purpose of a transition period notice (if in place)
 - ♦ reinforce selected key messages to communities, and
 - ♦ provide new/updated contacts for the Recovery Team

32.5 Transition periods

Purpose of transition periods

Transition periods aid recovery by providing powers to manage, co-ordinate, or direct recovery activities.

When moving from response to recovery, a decision needs to be made as whether a transition period notice is required.

National transition period

155A National transition period

- (1) *Section 94A of the Act authorises the Minister, under certain conditions specified in that section, to give notice of a national transition period over the whole of New Zealand or any areas or districts.*
- (2) *In the event that notice is given of a national transition period,—*
 - (a) *any other transition period then in force in any area or district to which the national transition period applies ceases to have effect; and*
 - (b) *the Director, or the National Recovery Manager in accordance with a delegation under section 11A(1) of the Act, will co-ordinate, direct, and control the resources made available for CDEM.*

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Transition period functions

155B Transition period functions

- (1) The functions of a Group Recovery Manager and a Local Recovery Manager are set out in section 30A of the Act and the specific powers of all Recovery Managers during a transition period are set out in Part 5B of the Act.
- (2) Without limiting subclause (1), a Recovery Manager has responsibility under this plan for the following:
 - (a) co-ordinating the use of resources made available under this plan; and
 - (b) directing and controlling the use of resources made available under this plan; and
 - (c) ensuring that any relevant CDEM Group and the Director (and, in turn, the Minister and ODESC) are adequately briefed on the situation during the transition period.

Factsheets and Quick Guides on local transition periods can be downloaded from www.civildefence.govt.nz – search for 'transition period'.

32.6 Recovery framework

National recovery management framework

The national recovery management framework describes the arrangements for managing recovery at local, CDEM Group, and national level and ensures recovery activities in the immediate, medium-term, and long-term are coordinated and undertaken in a timely fashion.

Figure 32.2 shows the common arrangements, connections and interactions between the three levels of government and the community. These interactions (note these are not reporting lines) are shown by the solid arrows, while the graduated horizontal arrows show responsibilities that vary depending on the scale and specific circumstances. Note not all levels of the framework may be active for any given recovery.

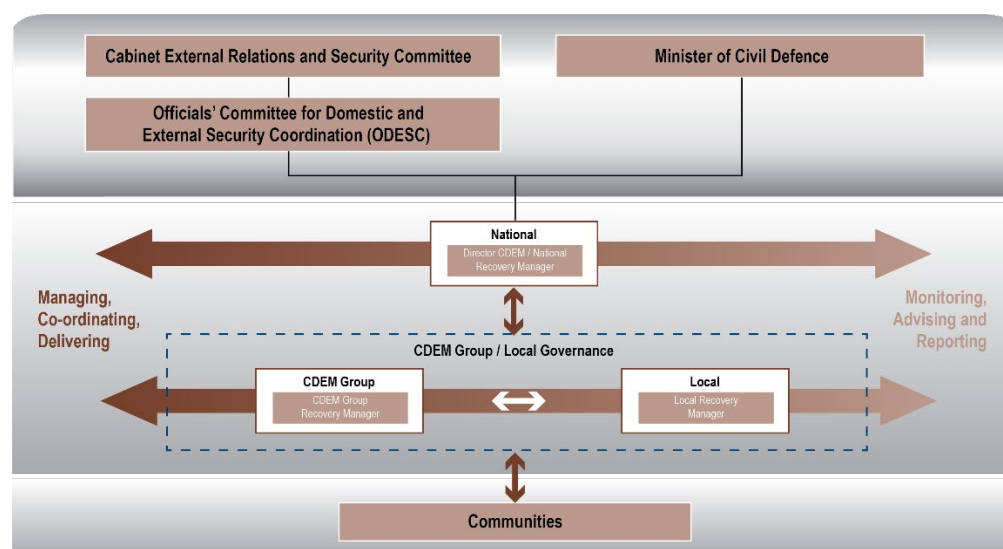


Figure 32.2: The national recovery management framework

Flexibility and scalability

Recovery management arrangements at local, CDEM Group, and national levels should be based on the consequences of an emergency and will vary with the scale and complexity of the emergency.

Responsibilities across the framework

The key responsibilities across the national recovery management framework are: monitoring, advising, and reporting; and managing, coordinating, and delivering activities to support the community. The extent to which each level (local, CDEM Group/regional, and national) activates these responsibilities for a specific recovery will depend on:

- complexity of the consequences of the emergency
- the geographical extent and nature of the consequences
- whether there are multiple recoveries across a local area/region/country
- the indirect regional or national consequences
- the capacity and capability to manage and/or coordinate recovery activities
- the knowledge and experience of key recovery personnel
- the strength of relationships
- political risks or interests
- funding streams

All agencies should also work together during the readiness phase to ensure their arrangements can be implemented effectively during the response and recovery phases of an emergency. National agencies also work with CDEM Groups to promote parallel arrangements between local, regional, and national levels.

Recovery environment sector groups

At an operational level, the national recovery framework is applied through recovery environment sector groups. A recovery environment sector group is a collective of agencies and organisations that focuses on a particular aspect of recovery. Recovery environment sector groups are primarily based on the four recovery environments.

Recovery environment sector groups need to take a programme management (see **Figure 32.3**) approach to ensure that the work and thinking needed about the direction of recovery and outcomes related to particular environments, activities needed to deliver them, resources, monitoring and oversight, and coordination with other programmes is considered in a holistic way.

Recovery environment sector groups need to be identified, formed and developed in readiness. Depending on the circumstances of the emergency, not all recovery environment sector groups formed in readiness may need to be activated for each emergency, or additional recovery environment sector groups may need to be set up.

Recovery environment sector groups report to the Recovery Manager at the level they are operating.

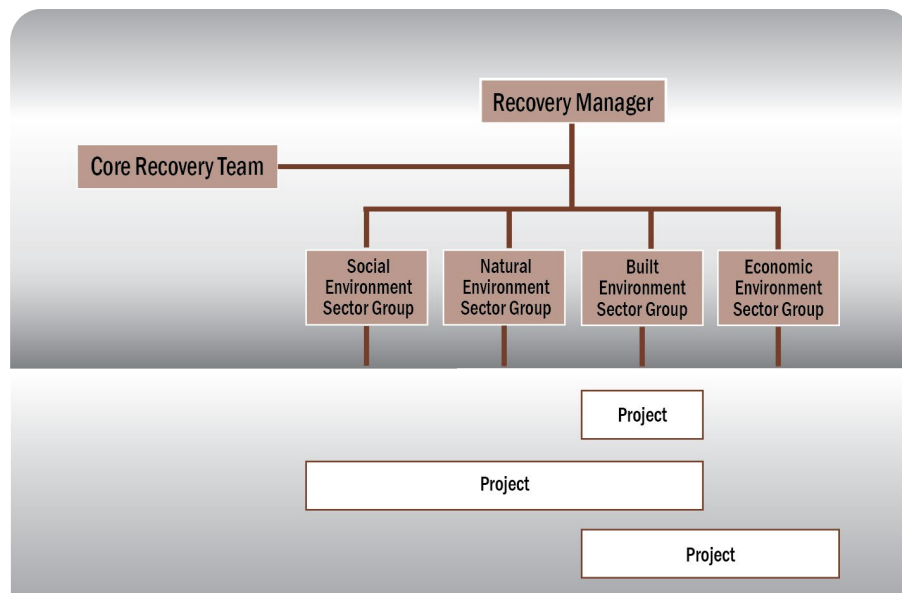


Figure 32.3: The recovery framework at an operational level.

See *Recovery Preparedness and Management: Director's Guideline for CDEM Groups* [24/20] (available from www.civildefence.govt.nz) for further information on the national recovery framework.

32.7 National recovery roles and activities

General

156 National recovery activities

- (1) *In smaller-scale recoveries, where the scale of co-ordination is beyond the resources of the CDEM Group or the consequences of the emergency are nationally significant, the Director may co-ordinate national recovery activities through a National Recovery Manager and, where necessary, the establishment of a National Recovery Office.*
- (2) *In large-scale recovery, the Government may establish an agency to manage and co-ordinate the Government's interest in the recovery.*
- (3) *The agency will act in partnership with the affected local authorities and CDEM Groups and may be given specific roles, responsibilities, and powers.*

Monitoring, advising and reporting

No matter the scale of the recovery, the Director CDEM (or National Recovery Manager if delegated), with support from MCDEM operational teams, will:

- ♦ advise the CDEM Group Recovery Manager and the Local Recovery Manager on any recovery matters, as required
- ♦ advise on recovery practices, sharing relevant national or international lessons learned
- ♦ monitor the services and support being provided across central government agencies to ensure the needs of the community are met
- ♦ monitor the progress and effectiveness of recovery activities, identify any emerging risks or issues, and report to the Minister of Civil Defence accordingly (and support the Officials' Committee for Domestic and External Security Coordination (ODESC), as required)

Management, coordination and delivery

Depending on the scale and consequences of the emergency, the focus of the Director CDEM (or National Recovery Manager if delegated) may be on:

- ♦ coordinating recovery activities across central government agencies and national-level recovery programme and recovery environment sector groups where necessary
- ♦ providing support to the CDEM Group or local authority, as necessary or requested
- ♦ managing and delivering any responsibilities that can only be done by central government to support the recovery

National Recovery Office

In smaller-scale recoveries where the scale of coordination is beyond the resources of the affected CDEM Group, the consequences of the emergency are nationally significant, or where there are multiple recoveries across the country that collectively need national-level management or coordination, the Director CDEM may coordinate national recovery activities through a National Recovery Manager and, where necessary, a National Recovery Office. The scale of a National Recovery Office will be fit-for-purpose and dependent on the scale and complexity of the consequences.

In a large-scale recovery, the Government may establish an agency to manage and coordinate the Government's interest in the recovery.

The National Recovery Office or a national agency will act in partnership with the affected local authorities and CDEM Groups and may be given specific roles, responsibilities, and powers.

National Recovery Manager

- (4) *The National Recovery Manager, in addition to performing functions and exercising powers conferred by the Act,—*
- (a) *co-ordinates the establishment of, and planning for, recovery activity in the immediate, medium, and long term; and*
 - (b) *implements appropriate reporting and tracking mechanisms; and*
 - (c) *activates and co-ordinates the agencies involved in recovery; and*
 - (d) *chairs and co-ordinates meetings of representatives from recovery task groups; and*
 - (e) *assists with the provision of advice to the Minister and to Cabinet on recovery activity, as required; and*
 - (f) *[Revoked]*
 - (g) *co-ordinates the recovery activity of the relevant CDEM Groups, lifeline utilities, agencies, and international assistance following the transition from response to recovery and during the immediate, medium, and long term; and*
 - (h) *if necessary, establishes a National Recovery Office to ensure that recovery activity is co-ordinated and the recovery function is implemented; and*
 - (i) *liaises with CDEM Group Recovery Managers; and*
 - (j) *determines and prioritises major areas of recovery; and*
 - (k) *develops recovery policies; and*
 - (l) *develops a national recovery action plan, and a national recovery strategy (if needed), to establish time frames for the implementation of recovery activities; and*
 - (m) *co-ordinates advice on government assistance; and*
 - (n) *provides national-level co-ordination of public information related to recovery.*

Government departments

Government departments participate in recovery through either recovery environment sector groups or delivery of recovery activities. Integrated planning to address the recovery activities should be undertaken by participating agencies.

Note – Plan clause 156(5)

This clause was revoked on 29 November 2016 when the Civil Defence Emergency Management Amendment Act 2016 came into force, resulting in the dissolution of Recovery Co-ordinators under sections 29 and 30 of the CDEM Act 2002.

32.8 Implementation of recovery activity at the national level

Recovery Action Plans at the national level will vary according to the type of emergency, its scope, and the ability of local authorities and CDEM Groups to manage events in their area. Where the national level is managing, coordinating, and delivering recovery activities, the following process details the steps that may be taken by government to put a Recovery Action Plan in place in the minimum time. To help achieve this, as much concurrent activity as possible should be undertaken.

- ♦ Each CDEM Group and/or agency dealing with an emergency is to advise the Director of the likelihood of the need for government coordination and assistance.

- ♦ The Director is to advise the Minister of Civil Defence of the situation and the recovery measures required immediately. The National Security System Directorate (NSSD) would also be advised at the earliest opportunity so that national resources could be coordinated through ODESC. The development of a Recovery Action Plan begins while the response to an emergency is still underway.
- ♦ As soon as appropriate, the Director and/or a representative are to visit the affected area and obtain first-hand information on the situation and likely recovery tasks. They may take such immediate action as is necessary to start the recovery process.
- ♦ The Director is to develop a preliminary Recovery Action Plan in conjunction with the CDEM Groups and agencies concerned. The preliminary Recovery Action Plan is primarily concerned with the physical safety and well-being of the population in the emergency area, and with establishing the mechanisms for implementing other recovery measures.
- ♦ The Recovery Action Plan is to be implemented by the relevant CDEM Groups and agencies using the structure outlined in **Figure 32.2 and 32.3**. The Director remains responsible for the coordination of the Recovery Action Plan and for identifying and addressing any impediments to its implementation.
- ♦ In recovery, External Relations and Security Committee (ERS) ministers and ODESC will meet as necessary to monitor progress and make further decisions.
- ♦ The Recovery Action Plan is to be updated on a regular basis to take account of long-term recovery activities and to develop a planned exit strategy.

Reporting Regular reporting on recovery activity is to be provided by the National Recovery Manager to affected CDEM Groups, government agencies, and ODESC.

Public information management The Director is responsible for providing information to the media on the progress of the recovery effort (see Section 28, Public information management).

32.9 CDEM Group recovery roles and activities

CDEM Group Recovery Manager

157 CDEM Group recovery activities

- (1) *Smaller-scale recoveries that require co-ordination at the CDEM Group level will be co-ordinated through the person responsible for recovery management for the CDEM Group (the **CDEM Group Recovery Manager**) and, where necessary, the establishment of a CDEM Group Recovery Office.*
- (2) *The CDEM Group Recovery Manager, in addition to performing functions and exercising powers conferred by the Act,—*
 - (a) *liaises with the National Recovery Manager and, at the local level, a local recovery manager or managers where these are appointed by the relevant territorial authority or authorities; and*
 - (b) *undertakes planning and manages, directs, and co-ordinates activities for the recovery throughout its duration and, if necessary, establishes a CDEM Group Recovery Office to manage the recovery function; and*
 - (c) *implements appropriate reporting and tracking mechanisms; and*
 - (d) *works with the Group Controller and the relevant Public Information Manager to ensure a smooth transition between response and recovery; and*
 - (e) *co-ordinates the recovery activity of the relevant territorial authorities, lifeline utilities and agencies; and*
 - (f) *determines and prioritises major areas of recovery; and*
 - (g) *develops the group recovery action plan, to establish time-frames for the implementation of recovery activities; and*
 - (h) *co-ordinates advice on regional assistance; and*
 - (i) *provides regional-level co-ordination of public information related to recovery.*

The appointment of a CDEM Group Recovery Manager must be made by a CDEM Group.

The role map for a CDEM Group Recovery Manager is available at www.civildefence.govt.nz (search for 'Competency Framework Toolkit').

32.10 Exit strategy

An exit strategy is a plan to:

- achieve the formal withdrawal of recovery arrangements, and
- incorporate long-term recovery activity into CDEM Group and local authority business as usual functions

158 Exit strategy

An exit strategy must be established that includes—

- (a) assistance required in the long term; and*
- (b) a transition to business as usual so as to manage long-term recovery; and*
- (c) planning and reporting in the long term; and*
- (d) the management of public information and communications; and*
- (e) opportunities for communities to discuss unresolved issues and to continue to participate in their recovery; and*
- (f) changes to organisational arrangements, including the need for recovery task groups; and*
- (g) debriefing and reviewing.*

32.11 References and links

Other Sections of the Guide

- ♦ Section 3, Management of emergencies
- ♦ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- ♦ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- ♦ Sections 8 – 16, for specific roles of agencies and sectors
- ♦ Section 24, Response
- ♦ Section 25, National warnings and advisories
- ♦ Section 26, National Crisis Management Centre
- ♦ Section 27, Emergency information management
- ♦ Section 28, Public information management
- ♦ Section 29, Logistics
- ♦ Section 30, Mass evacuation
- ♦ Section 33, Government financial support to local authorities

Other Documents

- ♦ Ministry of Civil Defence & Emergency Management (2017) *Strategic Planning for Recovery Director's Guideline for Civil Defence Emergency Management Groups* [DGL 20/17]; ISBN 978-0-478-43519-1 (www.civildefence.govt.nz – search for 'strategic planning')
- ♦ National Emergency Management Agency (2020) *Recovery Preparedness and Management: Director's Guideline for CDEM Groups* [DGL 24/20]; ISBN 978-0-478-43526-9 (www.civildefence.govt.nz – search for 'recovery management')
- ♦ Ministry of Civil Defence & Emergency Management (2018) *Factsheet: Local transition periods and Quick Guide: Giving notice of a local transition period* (www.civildefence.govt.nz – search for 'transition period')
- ♦ Ministry of Civil Defence & Emergency Management (2017) *Factsheet: Powers of a Recovery Manager during Transition* (www.civildefence.govt.nz – search for 'recovery manager')
- ♦ Ministry for Primary Industries *Primary Sector Recovery Policy*. This Policy guides government decisions on recovery assistance following adverse climatic events/natural disasters and biosecurity incursions impacting on-farm. (www.mpi.govt.nz – search for 'primary sector recovery policy').