Emergency Management Otago
Te Rākau Whakamarumaru Ōtākou

Otago Civil Defence & Emergency Management Group

Strategic Planning for Recovery 2018 – 2028

Approved by Joint Committee 25 May 2018

Otago Regional Council
Queenstown Lakes District Council
Central Otago District Council
Clutha District Council
Dunedin City Council
Kaunihera-a-rohe o Otepoti
Waitaki District Council
Te Kaunihera ā Rohe o Waitaki

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1 INTRODUCTION

LINK to Otago Civil Defence Emergency Management Group Plan 2018 - 2028

Communities can be severely disrupted by emergencies and recovering from the impacts of an emergency can be a complex process. Recovery starts at the local level - and generally this is where the focus remains - and 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 at the local level - and generally this is where the focus remains

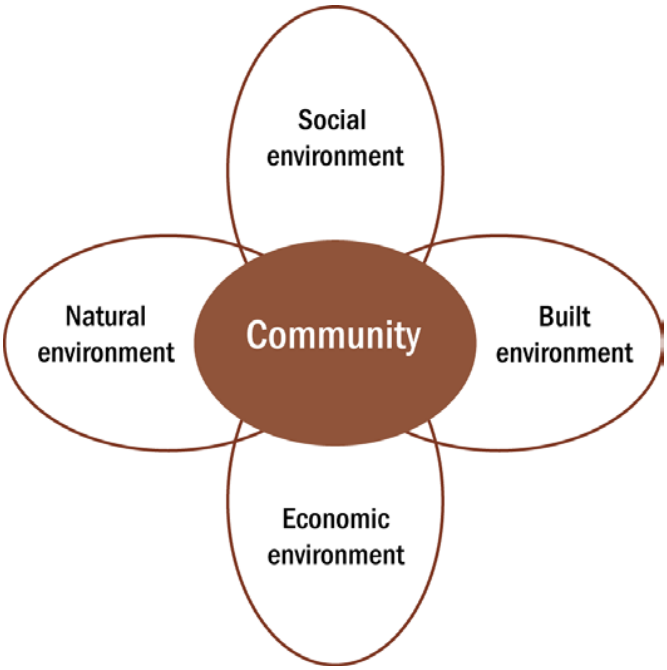
Recovery starts as soon as possible during the response phase of an emergency, and continues well after an emergency has ceased. Recovery addresses local community needs across the social, economic, natural, and built environments, in a holistic and coordinated manner.

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

2 STRUCTURES AND PROCESSES THAT MAY BE IMPLEMENTED TO ASSIST THE COMMUNITY TO RECOVER FROM AN EMERGENCY

2.1 Generic recovery structure

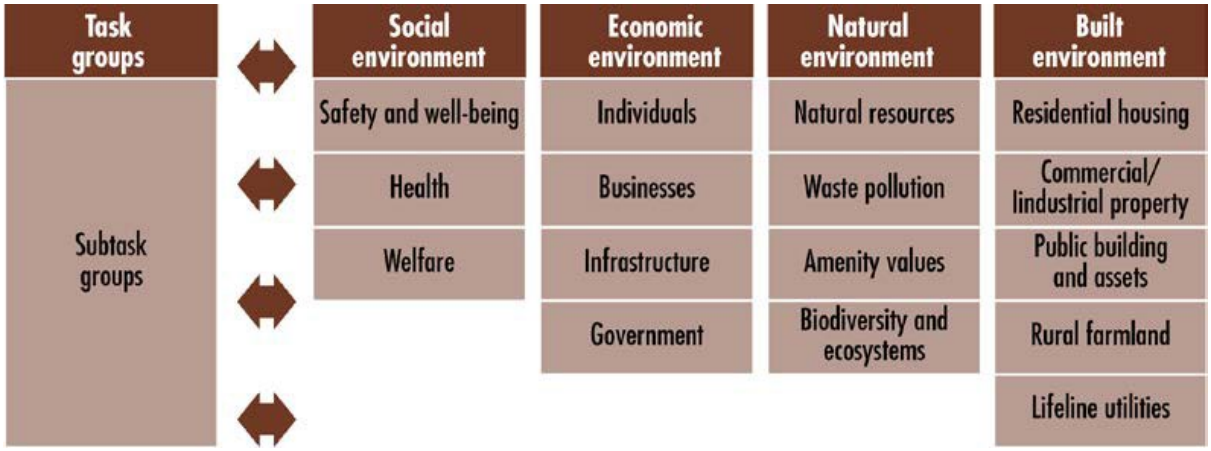
The community and the four environments of recovery (see below) form the basis of the generic recovery structure, and should involve members of the community and be supported by local, regional, and national agencies.



These four environments should also be represented by a variety of task or sub-task groups to address the required elements of recovery, depending on the scale of the emergency. Task groups are coordinated by a Recovery Manager and contribute to the formulation of the Recovery Action Plan and/or recovery strategy.

2.2 Recovery Task Groups

Communication of Local and Group Recovery Manager with any task groups/sub-task groups is critical for coordinating tasks and rebuilding community confidence. An effective supporting administrative structure is also beneficial. Once formed, task and sub-task groups need to meet regularly to ensure that the appropriate sharing of information and resources is undertaken. Providing progress reports to all agencies and the media will assist with the recovery process.

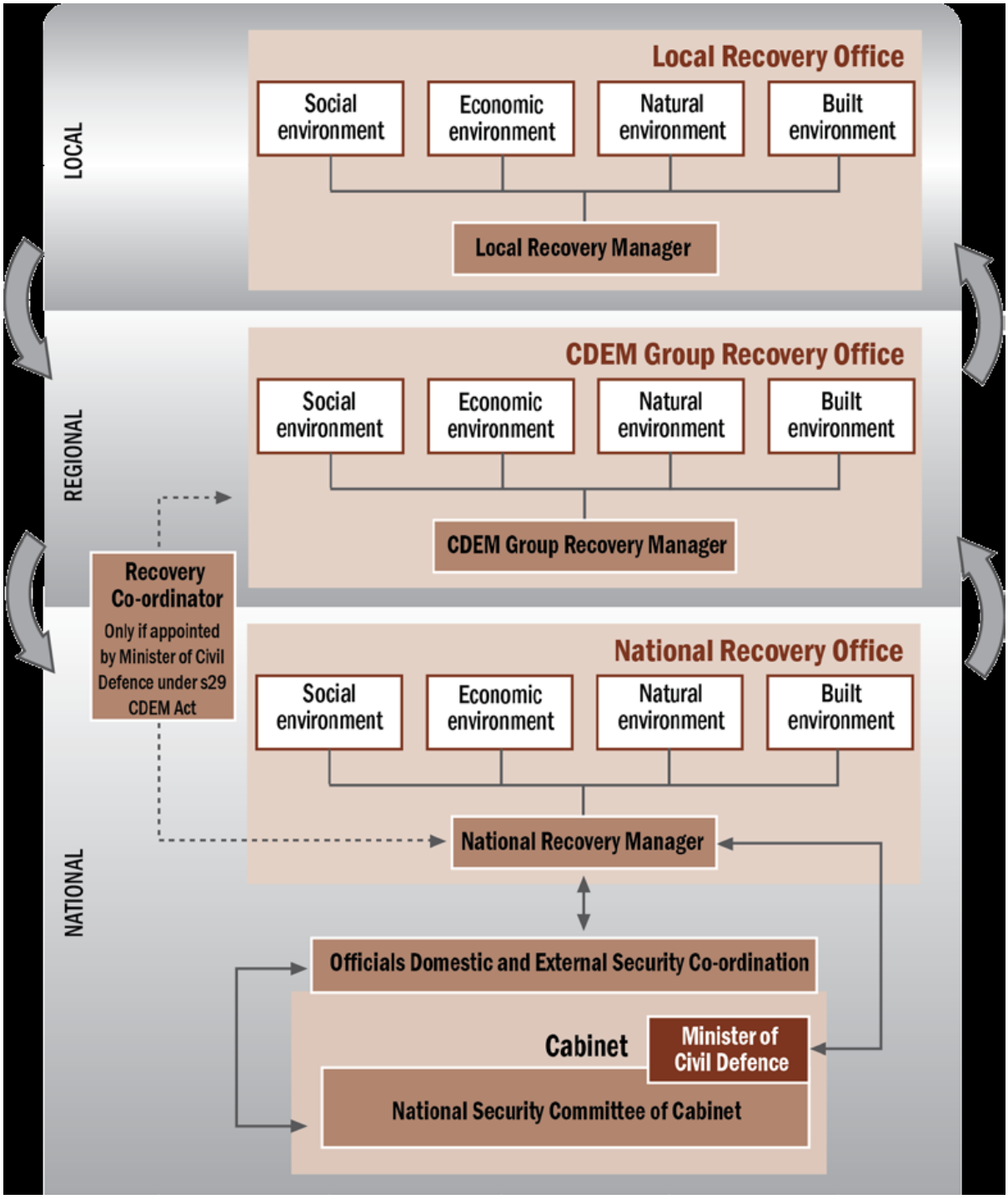


2.3 Recovery Management Structure

The recovery management structure (see below) is based on task and sub-task groups acting in parallel at Local, Group, and National levels, which ensures that recovery activities in the immediate, medium-term, and long-term are coordinated and undertaken in a timely fashion.

The recovery management structure is based on task and sub-task groups acting in parallel at Local, Group, and National levels.

All agencies should also work together during the readiness phase to ensure that their arrangements can be provided effectively during the response and recovery phases of an emergency. National agencies also work with Otago CDEM Group and their task/sub-task groups, to promote parallel arrangements between local, regional, and national levels.



2.4 **Otago CDEM Recovery Activities**

LINK to Otago Civil Defence Emergency Management Group Plan 2018-2028

1) Role of Local Recovery Manager

The arrangements for recovery are outlined in the National CDEM Plan 2015, Part 9 ss152-158. The recovery process and the role of the Recovery Manager are outlined in Section 32 of the Guide to the National Civil Defence Emergency Management Plan, and in the Recovery Management: Directors Guideline for CDEM Groups.

The role of the Local Recovery Manager is to co-ordinate the recovery activity within the local authority area with the CDEM Group Recovery Manager.

The Local Recovery Manager ensures:

a. planning, prioritisation, and management functions are undertaken including financial management
b. effective reporting mechanisms are in place
c. government is informed of local and regional issues
d. recovery resources are identified and obtained as required
e. information is provided on the impact of the event on the affected area
f. emerging issues are identified and solutions sought

2) The Group Recovery Manager

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
b. undertakes planning and manages, directs, and co-ordinates activities for the recovery throughout its duration and, if necessary, establishes an Otago CDEM Group Recovery Office to manage the recovery function
c. implements appropriate reporting and tracking mechanisms; and
d. works with the Otago Group Controller and the Public Information Manager to ensure a smooth transition between response and recovery
e. co-ordinates the recovery activity of the relevant territorial authorities, lifeline utilities and agencies
f. determines and prioritises major areas of recovery
g. develops the group recovery action plan, to establish time-frames for the implementation of recovery activities
h. co-ordinates advice on regional assistance
i. provides regional-level co-ordination of public information related to recovery

The appointment of the Otago CDEM Group Recovery Manager is made by Otago CDEM Group.

The job description and person specification for the role of CDEM Group Recovery Manager are available at www.civildefence.govt.nz.

3) Otago CDEM Group's role is to:

g. support Local Recovery Managers and recovery teams by the provision of advice on the legislation, financial claims, recovery management approach, and liaison with central government
h. advise those authorised to give notice of a transition period on the need to give notice, including the reporting requirements
i. ensure Group and Local Recovery Manager's apply any transition powers in accordance with the CDEM Act 2002 and report the use of powers as necessary to the Director Civil Defence and Emergency Management

j. co-ordinate resources and information across affected districts and report to the Coordinating Executive Group and Joint Committee on recovery progress
k. monitor risks and issues, and take any necessary action needed to support or address the issues
l. liaise with government agencies as necessary to enable access to any support available

4) Flexible Structure

Smaller-scale recoveries that require co-ordination at Otago CDEM Group level will be co-ordinated through the person responsible for recovery management for the Otago CDEM Group (for example the Otago CDEM Group Recovery Manager) and, where necessary, the establishment of a Otago CDEM Group Recovery Office

5) Key documents and references for Recovery Manager

m. CDEM Act (2002) s4-5, 9, 17, 29-30, 108
n. The National CDEM Plan 2005 (MCDEM).
o. The Guide to the National CDEM Plan (MCDEM).
p. National and CDEM Group Welfare Plans.
q. CDEM Group, local, and organisational communication and public information management policies and plans.
r. CDEM Group/Local Evacuation Plans.
s. Response Management: Director's Guideline for CDEM Group and Local Controllers [DGL06/08] (MCDEM).
t. Recovery Management: Directors Guideline for CDEM Groups [DGL 4/05] (MCDEM).
u. Focus on Recovery, A holistic framework for recovery in New Zealand: Information for the CDEM sector [IS5/05] (MCDEM).
v. Spontaneous Volunteer Management Planning: Civil Defence Emergency Management best practice guide [BPG3/06] (MCDEM).
w. Resource Management Act (1991).
x. Health and Safety in Employment Act (1992).
y. Privacy Act (1993).
z. Local Government Act (2002).
aa. Building Act (2004).

3 TRANSITION PERIOD

3.1 Person appointed and authorised to give notice of local transition period.

See Section 25, Civil Defence Emergency Management Act 2002, replaced by Section 13 of the Civil Defence Emergency Management Amendment Act 2016.

A Civil Defence Emergency Management Group must appoint at least 1 person authorised to give notice of a local transition period for its area. A person appointed must be chosen from representatives of the members of the Group. The mayor of a territorial authority, or an elected member of that territorial authority designated to act on behalf of the mayor if the mayor is absent, may give notice of a local transition period, that covers the district of that territorial authority.

3.2 **Transition from response to recovery**

1) Response information

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) Planned transition

As the response concludes, a planned transition to recovery must be managed

3) Staged Transition

The transition from response to recovery in emergencies may be staged and variable across regions and areas

4) Controllers and Recovery Managers

Effective transition from response to recovery depends on understanding and agreement between Controllers and Recovery Managers

5) Action Plan

The principal aspects of this transition are to be outlined in the recovery action plan and, if needed, the recovery strategy

3.3 **Recovery Action Plan**

An event specific Recovery Action Plan is developed during the transition to document the actions to be taken to address community needs across the four environments of recovery.

A template can be downloaded from www.civildefence.govt.nz (search for 'recovery action plan template').

3.4 **Additional activities**

Four additional activities are undertaken as part of the transition from response to recovery. The authority and nature of activities are dependent on the scale of the emergency declared:

1) Response Transition Report

A response transition report prepared by the Local Controller or Group Controller outlining:

a. the response action plan in place at the time of transition, emphasising intended actions that are incomplete
b. the nature and state of all assigned resources for a given scale of emergency
c. a summary of the condition of the various aspects of the community affected by the emergency, focusing on the four environments and their inter-relationships
d. a summary of the nature and extent of impacts to the area covered by the CDEM Group(s), noting specifically any areas or situations that have the potential to re-escalate the emergency
e. a forecast of the expected recovery outcomes
f. proposals for activities to be continued in the recovery phase

2) Transition briefing

A transition briefing chaired by the Local Controller or Group Controller using the response transition report involving all key response and recovery personnel

3) Public Information Management

The communications and public information functions are transferred to the Local or Group Recovery Office to manage all information under the direction of the Local or Group Recovery Manager. Public information management is to include the provision of information to the media on the progress of recovery activities. The Local or Group Recovery Manager is delegated the responsibility for public information management from the Local or Group Controller and is to ensure that all relevant government agencies involved in recovery activities continue to coordinate activities and are cognisant of public information management arrangements

A media briefing may be undertaken following the handover from response to recovery. The purpose of this is to:

a. provide assurance to communities affected by the emergency
b. outline the scope and current priorities for recovery
c. reinforce selected key messages to target audiences and provide the media with new/updated contacts for the Local or Group Recovery Office

4 PRINCIPLES

Recovery should be flexible and scalable in accordance with meeting the needs of the local community

4.1 Holistic regeneration

Recovery consists of co-ordinated efforts and processes to affect the short, medium, and long-term holistic regeneration and enhancement of a community after an emergency and requires that agencies work together in establishing shared goals, priorities, strategies, and information needs

4.2 **Led by local council**

Recovery is predominantly led by the local council working in partnership with the affected community. Regional and national support assists with this process where it can add value.

4.3 **Community focussed**

Recovery centred on the community focuses on the following four environments:

1) Social
2) Economic
3) Natural
4) Built

4.4 **Scalable**

Recovery should be flexible and scalable in accordance with meeting the needs of the local community

4.5 **Recovery begins first day of response**

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

4.6 **Community functioning**

The aim of immediate recovery activity is to enable individuals to continue functioning as part of the wider community, and for the community to return to a state of normality, as quickly as possible.

4.7 **New normal**

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) and a "new normal" may need to be developed

4.8 **Duration**

Depending on the nature, scale, and complexity of the emergency, recovery may take a short time or many years, possibly decades

4.9 **Exit strategy**

An exit strategy must be established that includes:

1) assistance required in the long term

2) a transition to business as usual so as to manage long-term recovery

3) planning and reporting in the long term

4) the management of public information and communications

5) opportunities for communities to discuss unresolved issues and to continue to participate in their recovery

6) changes to organisational arrangements, including the need for recovery task groups

7) debriefing and reviewing

5 ISSUES

LINK to Otago Civil Defence Emergency Management Group Plan 2018 - 2028

5.1 Emergency Management Otago Group Planning Workshops 2017 - 2018

To better understand our wider community, a series of Group Planning Workshops were held around the Otago Region during 2017 and 2018 to better inform the development of the Otago Group Plan. The workshops identified Otago's vulnerabilities as well as strengths and provided increased focus on the work we need to undertake in our journey towards a resilient Otago. Summary of comments on ten identified recovery issues (abbreviated comments).

The following information provides a snapshot of key points that were identified from each district. These will be further reviewed and collated to form a key part of the priorities for the region in the Group Plan

1) Business Continuity Plans (BCPs) are critical and need to be in place across all organisations

2) The transition [from response to recovery] needs to be seamless

3) Relationships are extremely important and need to be maintained and strengthened. Mutual understanding roles and priorities is key to achieving this

4) Communities are supported – social fabric supports are returned to a normal state as soon as possible

5) Links with and support from national organisations is critical to ensure effective use of nationally available resources

6) Work with the affected communities to define the best way forward and not focus on what was in the past

7) Provide support to ensure business activity returns as soon as possible

8) "Build back better" is supported and encouraged

9) Ensure that ongoing risks are well understood and are Integrated into current and future planning

10) Adapt existing plans as appropriate and work to build future plans focused on a long-term view thereby turning "lessons identified" into "lessons learned."

5.2 Other recovery issues:

1) Community ***values and priorities*** are a critical component during the development of a recovery programme. Local Councils understand their communities and as such, recovery will always be led locally. To best contribute to and support local recovery activity, Emergency Management Otago will work closely with local councils throughout the recovery process.

2) Generally, Emergency Management Otago's engagement with our communities is primarily focused around ***reduction, readiness and response*** and only provides operational support during recovery

3) We will work to support the ***immediate, medium and long-term outcomes*** that our local councils and communities identify to enable us to better prepare for a future event

4) To better provide value to our communities, we need to fully understand the likely ***consequences*** from specific hazards and risks across the four recovery environments to better understand what support might be needed

5) We need to understand any gaps in our ***capability and capacity***, regionally and locally to ensure we the Otago CDEM Group can respond appropriately. e.g. appointment of Recovery Managers across all districts who have the knowledge and capacity to lead the local and regional recovery effort

6) We need to actively encourage stronger ***relationships*** and agreed recovery ***protocols*** with iwi, cross-council teams, the private sector, and key community leaders

6 OBJECTIVES

6.1 Themes that inform recovery objectives include:

1) Minimising the escalation of the consequences of the emergency

2) Regeneration and enhancement of:

3) The social, psychological, economic, cultural, and physical wellbeing of individuals and communities
4) the economic, built, and natural environments that support that well-being

5) Taking practicable opportunities now to meet the future needs of the community

6) Reducing future exposure to hazards and their associated risks

7) Supporting the resumption of essential community functions

6.2 **Regional and local planning objectives**

Emergency Management Otago Group Planning Workshops during 2017 and 2018 concluded the following themes to inform planning objectives:

The community must be at the heart of any recovery process

1) Do contingency planning before an event

2) Empower the community to plan as part of readiness and support local response

3) Widely shared information and situational awareness is crucial to a good response, and recovery

4) Clearly understood procedures and effective training generates greater team capacity and capability

5) Development of strong mutually supportive relationships are critical

6) Adapt to the situation and avoid trying to control everything

7) The best decisions come from open and active bi-directional communications. Outgoing communications provides information and assurance to the community and incoming provides critical information to support prioritisation and good decision making. Communicate, communicate, and communicate some more!

8) Never leave the community out of the conversation, they know what affects them most better than anyone

6.3 **Recovery Objectives**

LINK to Otago Civil Defence Emergency Management Group Plan 2018 - 2028, CDEM Group Hazardscape, page 39; and Collaborative Risk Reduction across the Group, page 14.

Based on the Otago wide workshops (see above) and generally accepted best practice, the following are identified as Otago CDEM's Strategic Recovery Objectives when engaging with local authorities, partner agencies, and the community.

We engage with our community on recovery to understand the immediate, medium and long-term outcomes that our community would want following an emergency:

1) Planning for recovery.

Strategic planning for recovery should be intentional and focused on ensuring communities are well-placed and supported to recover from any emergencies resulting from specific hazards and risks identified in the Otago CDEM Group plan.

a. recovery planning includes individual and community welfare, infrastructure, culture, heritage, and the full spectrum of animal welfare including companion animals, livestock, and wildlife in the natural environment (***Note:*** *this requires*

interaction with and support from a number of national agencies. Otago CDEM provides an interface with and support to these organisations, where necessary)

b. recovery planning requires a whole-of-local authority approach including the Otago CDEM Group, partnering agencies, planners, building officials, finance and infrastructure managers etc. All have a part to play and can influence the extent to which the Otago CDEM Group and local authorities plan for and can manage the recovery from an emergency. It is important that all are involved in conversations about the hazards and risks, potential consequences of an emergency, what effective planning for recovery might involve, and what can be done prior to and following an emergency.
c. strategic recovery plans should be accessible, tested where appropriate, and updated regularly, especially after emergency events

2) Engagement for recovery.

The purpose of strategic planning for recovery is to ensure communities are well-placed and supported to recover from any emergencies from the hazards and risks identified in the Otago CDEM Group plan. This will involve:

a. comprehensive understanding: of what is needed to support communities to overcome the consequences from specific hazards risks; and to build on the opportunities to reduce risk and strengthen resilience
b. communities are engaged, have an enhanced ability to adapt, and decision-makers understand what is important to the communities
c. immediate, medium-term and long-term recovery outcomes, and a community recovery vision, are defined
d. recovery risks are identified and managed through effective reduction, readiness, response and recovery measures
e. local and regional capacity and capability to prepare for, manage and deliver recovery (across a range of emergencies) is readily accessible, with a clear understanding of the local, regional, and central government roles and responsibilities
f. collaborative relationships and processes are established, managed and maintained at local, regional, and central government level
g. Otago CDEM and local authorities engage business, iwi and community leaders to: allow a two-way exchange of information about the risks; and to encourage leaders to actively demonstrate leadership in the management of risk, community preparedness and recovery planning

7 STRATEGIC RECOVERY ACTIONS

Strategic recovery actions will require processes and resources to achieve each of the Recovery Objectives above:

1) Develop a comprehensive Otago-wide coverage of Community Response Plans (CRPs). CRPs should encourage and provide development of Recovery Assistance Centres and Community Led Centres

2) Conversation on the best way to facilitate the development of Business Continuity Plans (BCPs). The outcome should be wide development of credible and effective BCPs

3) A Group Recovery Manager and an Alternate Recovery Manager must be appointed by the CDEM Group to coordinate recovery activities across the region. Local Recovery Managers in each local authority will also be appointed by the CDEM Group. Prior to an emergency Recovery Managers should work together to establish relationships and strategies for effective recovery

4) Educate and train personnel for recovery roles

5) Plan for and participate in recovery exercises as part of the wider Otago CDEM exercise programme

6) Build strong relationships with agencies and non-government organisations that will assist in the recovery phase through active involvement in:

    a. Welfare Coordination Group
    b. Rural Advisory Group
    c. Lifelines Steering Committee

7) Encourage and support local council's strategic recovery planning as part of each council's long-term plan

8) Encourage conversations with vulnerable populations, for example, coastal communities prone to flooding and tsunami and communities close to the alpine fault; to better understand the risks and on how they might prepare themselves to adapt to a changed future hazardscape. Conversations should similarly be held with Culturally and Linguistically Diverse Communities (CALD)

9) Understanding the important role animals play in our lives develop specific recovery plans for animal welfare which covers the full spectrum of animals: companion animals, production animals, animals in research, testing, and teaching facilities, zoo and circus animals, and wildlife

8 PRIORITIES FOR ACTION

The following strategic actions are listed in order of priority:

1) Establish appropriate recovery structures especially the appointment and training of recovery managers

2) Educate and train personnel for recovery roles

3) Encourage conversations around local council's strategic recovery planning

4) Build networks with agencies and non-government organisations

5) Develop Community Response Plans

6) Promote and support development of Business Continuity Plans

7) Encourage conversations with vulnerable populations

8) Specific recovery planning for animal welfare

9) Plan for and participate in recovery exercises

9 TIMELINE FOR IMPLEMENTATION

The above list of priorities should be completed

1. Within two years from the approval date of this plan

    a. establish appropriate district and regional recovery structures especially the appointment and training of recovery managers
    b. educate and train personnel for recovery roles
    c. encourage conversations around local council's strategic recovery planning
    d. build strong relationships with agencies and non-government organisations
    e. encourage conversations with vulnerable populations

2. Within the first three years from the approval date of this plan:

    a. complete development of Community Response Plans
    b. encourage the development of Business Continuity Plans
    c. specific recovery planning for animal welfare
    d. plan for and participate in a specific recovery exercise in year 3

3. In year three review this plan and especially the list, priorities, and timeline of the Strategic Recovery Actions

10 MONITOR AND EVALUATE PROGRESS AND IMPROVEMENT

LINK to Otago Civil Defence Emergency Management Group Plan 2018 - 2028

Pre-event strategic recovery planning will be monitored by Otago CDEM Group Office and reported annually to the Coordinating Executive Group and the Joint Committee (Section 20 of the CDEM Act 2002, and Section 19(2) of the CDEM Amendment Act 2016).

Post event regular reporting on recovery activity is to be provided by the Group Recovery Manager to affected local authorities, Otago CDEM, government agencies and MCDEM.

11 REFERENCES

References for strategic planning for recovery:

1. Legislation available at www.legislation.govt.nz

a. CDEM Act 2002
b. CDEM Amendment Act 2016

2. CDEM framework documents available at www.civildefence.govt.nz

    a. National CDEM Strategy 2008. The Otago CDEM Strategic Plan for Recovery relates to Goal 4
    b. National Disaster Resilience Strategy (under development), Focus Area #20
    c. National CDEM Plan 2015
    d. Guide to the National CDEM Plan 2015 (specifically section 32, which incorporates sections 152–164 of the National CDEM Plan)

3. Otago CDEM Group Plan 2018 - 2028

4. Strategic Planning for Recovery Director's Guideline [20/17] available at www.civildefence.govt.nz

5. Declaration and Notice Directors Guideline [2017] available at www.civildefence.govt.nz