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Strategic Recovery Plan

Wellington Region Emergency Management Office



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Acronyms

CDEM	Civil Defence & Emergency Management
CEG	CDEM Co-ordinating Executive Group
DPMC	Department of Prime Minister and Cabinet
ECC	Emergency Coordination Centre (Regional)
EOC	Emergency Operations Centre (Local)
LRO	Local Recovery Office
LTRO	Long-term Recovery Organisation
MCDEM	Ministry of Civil Defence & Emergency Management
RRCC	Regional Recovery Coordinate Centre
RIS	Regulatory Impact Statement
WREMO	Wellington Region Emergency Management Office

Preamble

[The CDEM amendment bill calls for CDEM Groups to prepare “strategic recovery plans” which is why this name was chosen; however, this document is structured like a framework, emphasizing the basic conceptual structure for the region’s pre- and post-event planning, organisation and implementation of recovery.

The document also includes commentary shown in brackets and blue-tone ink—like this text—and typically located at the start of each major section and its sub-sections. The commentary describes the structure, major concepts, and background information on each section or sub-section, as well as important resources that were used in developing the content. It also suggests ideas and raises questions for the leadership and key stakeholders to consider as the plan is completed and formalised.

Resource 1 - Strategic Recovery Planning Process Guidance Document and *Resource 2 - Models for the Strategic Recovery Plan Formalisation Process* have been developed to accompany this draft version of the Strategic Recovery Plan. Together, they provide guidance on the steps and the potential methods to be used to review, complete and formalise the Strategic Recovery Plan including the structure for facilitated planning workshops with government agencies and representative stakeholders for the main portion of the draft Strategic Recovery Plan and its three annexes: Annex 1. Recovery Environment Programme, Annex 2. Recovery Support Services, and Annex 3. Long-Term Recovery Organisation. The draft Guidance Document should be initially vetted with the Sub-committee of the CEG along with the draft Strategic Recovery Plan and other accompanying documents.

Resource 1, the draft Guidance Document, calls the *formation of a Recovery Planning Steering Committee* to oversee the entire plan formalisation effort and ensure continuity and consistency across the documents as well as the process. It is recommended that the Committee report to the Subcommittee of the CEG. All products developed as part of the plan formalisation process will be guided, vetted and approved by the Steering Committee which will provide regular updates on the plan formalisation process to the Sub-committee of the CEG. The Steering Committee will also be responsible for seeking formal approval and adoption of the Strategic Recovery Plan by the Sub-committee of the CEG, the CEG and the Joint Committee as necessary.

The draft Guidance Document recommends that the Steering Committee help to *define and establish a set of Working Groups* to review and complete various sections of the draft Strategic Recovery Plan and its annexes. The following Working Groups are recommended for formation, and they are also referred to in the commentary for different sections of the draft Plan and accompanying documents:

- Governance and Leadership – This Working Group will oversee review and completion of Section 3 - Governance and Leadership as well as Annex 3 – Long-term Recovery Organisation. Annex 3 might be decoupled from the core planning process and a sub-group might be assigned to work on it and report back into the Governance and Leadership Working Group, the Recovery Planning Steering Committee, or to the Recovery Coordinator depending upon the timing.

- Recovery Environment Programme – Five separate Working Groups and possibly even some sub-groups for the Built, Economic, Social, Natural and Cultural Environment Programme areas which will oversee completion of the different programme areas in Annex 1.
- Recovery Support Services – Four separate Working Groups and possibly even some sub-groups for the Recovery Support Services (Planning, Information Management, and Monitoring; Communications and Community Engagement; Financing, Resource Allocation and Logistics; and Innovation and Risk Reduction) which will oversee completion of the different sections of Annex 2 – Recovery Support Services.

WREMO staff will work with the Recovery Planning Steering Committee to define the desired membership and draft terms of reference for each of the Working Groups. Together they will also design and conduct of a kick-off workshop for the Strategic Recovery Plan formalisation process, and oversee the series of working sessions and workshops of the various Working Groups to review and complete their assigned sections of the draft Plan. Following this, they will work to integrate the feedback of the Working Group into a revised draft Strategic Recovery Plan that will be reviewed by the Sub-committee of the CEG before the final vetting process is initiated. The final vetting process should involve local, regional, and central government agencies and key non-governmental organisations, and potentially community stakeholders and members of the general public from each of the nine Council areas. Models for participation, process, and meeting design can be found in *Resource 2*. WREMO staff and the Recovery Planning Steering Committee will integrate input from the final vetting process into a final draft Strategic Recovery Plan and present it, along with any accompanying documents, to the Sub-committee of the CEG, the CEG and the Joint Committee for review and approval.]

The Wellington Region Emergency Management Office (WREMO) is a semi-autonomous organisation that co-ordinates Civil Defence and Emergency Management (CDEM) services on behalf of the nine Councils in the Wellington region. They are: Wellington City Council, Hutt City Council, Porirua City Council, Kapiti Coast District Council, Upper Hutt City Council, Masterton District Council, South Wairarapa District Council, Carterton District Council, and Greater Wellington Regional Council.

This document provides a draft structure and proposed content of a regional-level strategic recovery plan which the leadership and key stakeholders of WREMO are to complete and formalise into region's CDEM Group Strategic Recovery Plan. This document is also intended to serve as a template for the region's Councils to use in developing local strategic recovery plans.

The Strategic Recovery Plan is intended to guide pre-emergency recovery planning and provide a menu of options for determining the appropriate recovery organisation structure, personnel, and processes following an emergency event. It provides details of what, when, who, when, and how post-emergency recovery activities will be carried out at both the local and regional levels. It also establishes a common guide and a scalable menu of options to support successful recovery, considering the governance approaches, personnel, partners, activities and resources will be needed to restore, rebuild, and improve the social, economic, built, natural and cultural environments of Greater Wellington.

The activation and staffing of the recovery organisational structure will be guided by the scale of the emergency, the scope of community needs, the complexity of required resources, and the need for focused leadership at both the local and regional levels on the recovery effort following an emergency event. When concerted recovery activities are needed, leadership will set-up and staff a specific recovery organisation structure and develop more specific plans that detail the recovery activities and operations as well the physical rebuilding and regeneration efforts that will be necessary to address the impacts, challenges and opportunities following an emergency event.

The recovery organisation structure enacted after an emergency event—its leadership, managers, and staff—must have social capital within the organisation and a vibrant organisational culture to prevent operating in disconnected silos. Personnel have to work effectively as groups that are defined within the Plan for both local and regional organisations. Personnel must view themselves holistically as much of the work involved in recovery is interconnected and requires collaborative processes of conflict resolution, integration, and expectations management. So recovery personnel need to build and apply problem solving, conflict management, and facilitation skills in order to create, maintain, and leverage internal and external relationships. Recovery managers at all levels must be collaborative leaders who are capable of influencing others without authority.

Externally, the Strategic Recovery Plan provides guidance for engaging those who should or need to be involved in recovery. The Strategic Recovery Plan will help prepare key stakeholders from government agencies, businesses, non-profit organisations, and community groups to integrate in with the recovery organisation structure and help recovery managers to build consensus on recovery goals and objectives, gather critical information to inform recovery decisions, manage planning and implementation of key recovery activities, and develop the necessary capacity to either manage recovery operations or empower others in the community to do so. Leaders must work to build social capital within the recovery organisations and value personnel who are natural networkers. Managers must ensure that roles, responsibilities, and interfaces are clearly defined. Leaders and managers should not only track the performance of an enacted recovery organisation, but monitor and foster its health and culture.

The Strategic Recovery Plan is designed to integrate with the CDEM Group Plan as well as local and regional government's business as usual operations to create the capacity for post-emergency recovery. Within the Plan and its 3 Annexes, all five major elements of effective organisational design are addressed: strategy, organisational structure, roles and responsibilities, decision and work flow, and performance evaluation.

1. Introduction

[WREMO Staff and the Recovery Planning Steering Committee should review and complete Section 1. Introduction so that it can be provided to participants in an initial kick-off workshop for the Plan formalisation process. More specific commentary is provided in blue for Sections 1.1 – 1.5.]

1.1 Organisation of this Document

[The content of section 1.1 should be added to provide a basic overview of the entire Plan and highlight the key purpose and content of its major parts.]

1.2 Authority, Purpose and Scope of the CDEM Group Strategic Recovery Plan

[Section 1.2 confirms the authority granted by the CDEM Act of 2002 for WREMO to undertake emergency planning and offers context to the planning process. It should be continually reviewed and refined over the course of the pre-disaster recovery planning process. The section acknowledges and is consistent with definitions, policies and directives contained in the CDEM amendment bill of 2015. In particular, the CDEM amendment bill (Part 1, Section 9(c)) calls for the preparation of a Group Strategic Recovery Plan and the overall intention of the amendment bill is to provide more and stronger recovery provisions for small to moderate-scale emergencies. While these provisions will also be available for large-scale emergencies, the MCDEM Regulatory Impact Statement (RIS) (18 March 2015) on the CDEM amendment bill also states that a subsequent (Stage 2) effort will be undertaken to develop draft legislation for recovery from large-scale emergencies. Without such guidance yet developed, this draft document proposes an interim approach for the Wellington Region to use in managing recovery from large-scale emergencies. It draws upon lessons learned from the Canterbury earthquake experience and the experience of many other large-scale disaster recovery efforts around the world.]

1.2.1 Authority

The Civil Defence Emergency Management Act 2002 (CDEM Act) requires every regional council and territorial authority to establish a Civil Defence Emergency Management Group (CDEM Group) and to prepare and approve a CDEM Group Plan. The original Wellington Region CDEM Group Plan (Group Plan) was approved by the CDEM Group in 2005. The Group Plan 2013 – 2018 is the second generation plan and it was prepared to meet the requirements of Sections 48 – 571 of the CDEM Act. The broad purpose of a Group Plan is to enable the effective and efficient management of significant hazards and risks by setting a strategic direction and providing CDEM Group objectives and a framework for continuous improvement to the management of emergencies.

The Strategic Recovery Plan is consistent with the CDEM Act of 2002 and subsequent amendments and it embodies and conforms with the core CDEM principle to “act locally, coordinate regionally, support nationally” which supports local primacy in managing recovery following an emergency, while also providing a flexible and scalable concept of operations to provide appropriate levels of coordination and

support to Local Councils in managing the full range of consequences of any emergency that the Wellington Region may face.

The Strategic Recovery Plan also reflects proposed changes outlined in the CDEM amendment bill which focuses on amendments to the Act to include more and stronger recovery provisions for small to moderate-scale emergencies, but which will also be available for large-scale emergencies). In particular, the CDEM amendment bill, Part 1, Section 9(c) calls for the preparation of a Group Strategic Recovery Plan.

The Strategic Recovery Plan supports the Group Plan 2013 – 2018, and, in particular, it provides further structure to the recovery section (pages 37-40) of the Group Plan and recognizes the statutory function of the CDEM Group to carry out recovery activities. As defined in the CDEM amendment bill (Part 1, Section 4(7), a recovery activity is defined as “(A)n activity carried out under this Act or any civil defence emergency management plan to deal with the consequences of an emergency, including, without limitation –

- (a) the assessment and ongoing monitoring of the needs of a community affected by the emergency; and
- (b) the co-ordination and integration of planning, decisions, actions, and resources; and
- (c) measures to support
 - (i) the regeneration, restoration, and enhancement of communities across the 4 environments (built, natural, social, and economic); and
 - (ii) the cultural and physical well-being of individuals and their communities; and
- (d) measures to enable community participation in recovery planning; and
- (e) new measures—
 - (i) to reduce risks from hazards; and
 - (ii) to build resilience.”

1.2.2 Purpose, Goals, and Scope

The Strategic Recovery Plan is designed as a “framework” that provides the strategic foundation for the Wellington Region CDEM Group’s recovery activities both before and following an emergency and also works to integrate regional resilience building into the recovery planning and decision-making processes. From a resilience point of view, this involves targeted planning for post-event functionality of the region’s infrastructure, development of effective strategies for building societal resilience, construction of a clear organisational management and policy framework for both resilience and recovery management, conduct of a series of facilitated workshops to build consensus for the recovery plan and recovery training for stakeholders.

Specific Goals of the Plan:

- Guide activities of the Wellington Region CDEM Group to prepare for recovery ahead of an emergency event
- Establish a framework for engaging individuals and organisations within the Wellington Region in both the on-going strategic recovery planning efforts ahead of an emergency event as well as in the long-term, collaborative management effort that will be required following an emergency

- Provide a flexible and scalable framework for the Wellington Region CDEM Group to use in partnering, coordinating and leveraging resources at the local, regional and national levels to handle the full range of consequences of any emergency that the Wellington Region may face.

What the plan is not?

The plan is not a continuity of governance or operations plan. While it does outline the potential organisation structure, anticipated priorities and actions and collaborators in recovery, specific post-event recovery plan(s) will still need to be developed to identify the specific actions that will be undertaken by the organisation and to also address specific impacts on communities as a result of the emergency.

1.3 Understanding the Recovery Context

[Material for Section 1.3 comes primarily from the MCDEM Director’s Guidelines (2005) and the Initial Working Draft Table of Contents for the planned update of those guidelines. Information from the CDEM amendment bill, the MCDEM Regulatory Impact Statement (RIS) on CDEM amendment bill, and the literature on disaster recovery and recovery management was also used.]

Recovery is 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. Recovery seeks to restore, as quickly as possible, the quality of life of those affected, so that they are able to continue functioning as part of the wider community.

Recovery is one of four elements of the comprehensive risk management process: reduction, readiness, response, and recovery. While recovery is generally viewed as the phase after emergency response, in actuality, recovery activities actually begin immediately after the impact of an event and work in parallel with response activities.

The recovery process is often described as a sequence of interdependent activities that include:

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

Recovery Phases. When executed effectively, these and other recovery activities progressively advance the impacted community towards recovery. But, the process takes time—typically year to even a decade or more depending upon the scale of the emergency. The timeline for recovery is often broken into three phases:

- **Phase 1: Short-Term Recovery**, refers to the early days and weeks after a disaster event. This phase of recovery addresses health and safety needs beyond rescue; assessing the scope of damage and community needs; restoration of basic

infrastructure; activation of recovery organisations; and, community engagement and mobilisation of resources.

- **Phase 2: Intermediate Recovery**, refers to the weeks and months after an emergency event. This phase typically involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional state. These actions bridge to future, permanent measures.
- **Phase 3: Long-Term Recovery**, can last for months and even years after an emergency event. This phase addresses complete redevelopment and revitalisation of impacted areas; the rebuilding or relocating of damaged or destroyed social, economic, natural, cultural and built resources; and signaling restored self-sufficiency, sustainability, and resilience.

Figure 1-1 shows how response and short-term recovery functions occur simultaneously and how the transition to the intermediate and long-term recovery phases occurs after the event response.

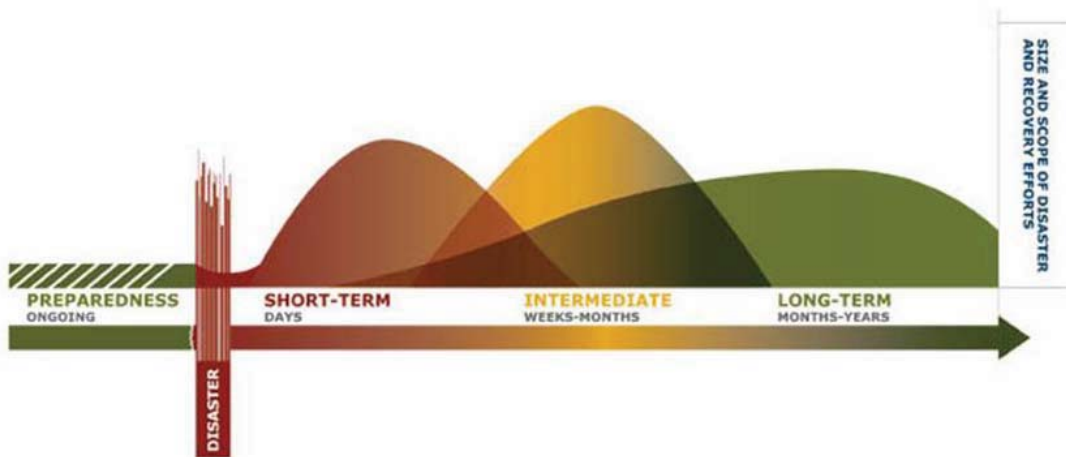


Figure 1-1. Recovery Continuum – Description of Activities by Phase (Source: FEMA 2011)

Concept of a Transitional Period from Response to Recovery. The CDEM amendment bill (Part 1, Sections 9(7), 25A(13)) defines a transitional period “following an emergency but prior to recovery activities being able to be effectively coordinated, directed and managed under business-as-usual or bespoke statutory regulatory provisions.” The CDEM amendment bill provides powers and arrangements for a transitional period that exists until a time in which either: 1) recovery activities can be effectively coordinated, directed and managed under business-as-usual statutory regulatory provisions, or 2) new statutory regulatory provisions are developed.

Differential Outcomes and Challenges in Recovery. Describing the recovery process as phases of time has utility but does not help distinguish between the different conditional outcomes or levels of functionality that may result in recovery. The following terms describe the different end-states that can be happening simultaneously with the same space and the same recovery phase:

- **Restored**, to stabilize or return to normal or a pre-disaster condition
- **Renewed** to replace or rebuild “like for like” but in a new condition, and

- Improved to capture innovations and betterment conditions such as “build back better,” enhancement, adaptation and regeneration.

In some instances, the impacts of an emergency may not allow for a ‘return to normal’ and a new end-state will need to be defined in conjunction with those affected.

Depending upon the scale of the emergency and its consequences, the phenomena of time compression and warping can significantly change the way that impacted communities operate and function. Thus, there are some specific conditions that need to be considered in planning for recovery:

- Decisions made early in the response period can impede or undermine long-term recovery priorities and policy implementation. These include permitting of building reoccupancy or demolitions, siting of temporary housing and business locations, debris management and disposal locations, and transportation and infrastructure restoration priorities, upgrades, and relocation decisions.
- There is an inherent tension between the need for speed in recovery decision making and taking time to deliberate, analyse and plan as part of the decision making process.
- There are simultaneous and competing demands for limited resources which will exacerbate pre-event inequities, especially in personal wealth, but also organisational staffing and funding resources.
- There is often a mismatch between the flow of resources, especially money, and the pace of recovery. Some resources come before they are needed, while others come later.
- Bureaucracies often do not adapt well to the time-compressed, recovery decision environment and so new governmental and non-governmental organisations, both formal and informal, emerge, particularly to fill the information gaps and provide more resources.

Regardless, the decisions that a recovery organization and impacted communities make and the priorities they set early in the recovery process can and will affect the nature and speed of recovery. Tangible, measurable goals for each phase of recovery should be identified and prioritised prior to an emergency event. This Plan guides the development and localization of these goals.

This Plan also strives to incorporate and address the five recovery themes that central government has identified in considering the long-term recovery process following the 2010-2011 Canterbury earthquake sequence:

- Understanding the Recovery Context that may impact the momentum of a community’s movement through the phases of recovery and to better leverage existing capabilities, frameworks and toolkits into new institutions designed to lead recovery.
- Leadership and Governance arrangements that encourage collaborative leadership and decision making and builds into the recovery ecosystem.
- Resource Allocation that understands the competing demands and the trade-offs that need to be made

- Communication and Community Engagement that recognizes the recovery context, fosters meaningful conversations across the recovery ecosystem.
- Conditions of Innovation that are encouraged and enabled across the recovery organization and operations and into business as usual.

1.4 Planning Assumptions

[Planning assumptions are typically stated so that the readers and users of the plan understand the starting point and frame of reference for the Plan. The following assumptions should be reviewed and completed by WREMO staff and the Recovery Planning Steering Committee, and also monitored as the plan formalisation process progresses. It will be important for staff and the Steering Committee to stay apprised of the progress of the CDEM amendment bill in Parliament as well as the work within DPMC and MCDEM to revise Director’s Guidelines (2005) and distil lessons from the Canterbury earthquake recovery experience.]

The following assumptions have informed the preparation of this Plan:

- Proposed changes outlined in the CDEM amendment bill will be formally adopted by the central government.
- In an emergency, the Response section of the CDEM Group Plan 2013 – 2018 will be activated, ahead of the Recovery section or this Strategic Recovery Plan.
- In an emergency, some recovery activities will be undertaken simultaneously with response activities. This can occur without a state of emergency or a transitional period being officially declared.
- The level of recovery activities will vary depending upon the consequences and needs of the emergency event.
- All CDEM agencies will coordinate and integrate strategic recovery planning.
- Insights gathered from the region’s strategic recovery planning process will inform resilience planning efforts.

1.5 Plan Development and Consultation Process

[Section 1.5 should be reviewed and completed by WREMO staff and the Recovery Planning Steering Committee documenting additional aspects of the plan formalisation process beyond July 2016.]

The WREMO Group Plan 2013-2018 identifies development of a Group Recovery Framework as a key objective for its 5-year work programme. In March 2015, WREMO held an initial stakeholder workshop for a Pre-disaster Recovery Planning project, in which more than 50 representatives of the region’s key government, academic, lifeline, business, social service, and non-governmental organisations participated in an initial visioning exercise on regional recovery opportunities and goals. Following this, WREMO received direction from the Co-ordinating Executive Group to proceed with a recovery planning project. Work began in earnest in early 2016 and resulted in a draft Strategic Recovery Plan for the Wellington Region, delivered at the end of FY2015-2016.

2. Vision and Principles of Group Strategic Recovery Plan

[One of the first activities of the plan completion process should be to refine the vision and principles of the draft Strategic Recovery Plan. The Recovery Planning Steering Committee should complete a first review of the draft vision and principles and then vet these with a larger representative group of the region’s recovery and resilience stakeholders in a kick-off workshop as part of the plan formalisation effort. This is further explained in *Resource 1. Strategic Recovery Planning Process Guidance Document*. The sources of draft vision and principles, as well as suggestions for consideration in reviewing and refining the draft, are provided in the following sections.]

2.1 Vision

The vision of the Wellington Region CDEM Group Plan is: A resilient community, ready and capable. Resilient communities are ready for emergencies and have the knowledge, skills, resources and relationships to respond to and recover from an emergency event.

[The draft vision statement comes from the recovery section of the Group Plan 2013-2018. WREMO may want to revise or expand the vision statement. A formal vetting of the draft vision statement is a recommended objective of a kick-off workshop described in *Resource 1. Strategic Recovery Planning Process Guidance Document*, as part of the plan formalisation effort. Some points to consider are:

- What are some of the visionary goals and intentions of the Group and Local Councils that should be emphasized in preparing for and executing recovery? One such goal should be to “prepare to partner” with between council, and with communities, the private and non-profit sectors, the central government, and other stakeholders so that the recovery culture will be strengthened and supported following an emergency event.
- Are there some core organisational values that should be emphasized in the vision statement? These might include things that the organisation wants to publicly acknowledge and emphasize such as: striving to balance the competing demands of expediting recovery while take time to plan and deliberate on specific recovery polices and projects; striving to identify and seize opportunities to enhance the resilience and sustainability of the region’s communities and to align with community ideals and aspirations; to fully engage and empower communities and stakeholders throughout the recovery process.
- What are some of the visionary outcomes for resilient communities that have recovered from an emergency? These might include: resilience, sustainability, risk reduction, building back better, and other forms of community better, preservation, equity and prosperity.]

2.2 Principles

The Strategic Recovery Plan provides a flexible, adaptable, and principle-based approach to recovery. The Wellington Group has identified eight principles of recovery that have informed the design of the Plan:

- Recovery is enabling, flexible and principle based to ensure the best outcomes for communities.

- Recovery activities start immediately (during the response phase) as key decisions during the response phase are likely to directly influence and shape recovery.
- Recovery should not just aim at recreating the past, but creating the future. Opportunities to reduce vulnerability to future hazard events should be sought and implemented during recovery.
- Recovery will address the social, built, natural, economic, and cultural needs of the community.
- Recovery is community driven and therefore it is essential that communities are involved in decision making processes.
- Effective communication with all stakeholders is essential.
- Transitioning to business as usual operations should be a priority in any recovery planning.
- Business as usual may look quite different in the new environment (following an emergency event).

[These principles are taken from the recovery section of the Group Plan 2013-2018. WREMO may want to consider how to better align these principles with the activities outlined in the CDEM amendment bill, work underway by MCDEM and the Department of Prime Minister and Cabinet (DPMC) to assess lessons from the Canterbury earthquake recovery experience and revise the Director’s Guidelines on Recovery, and the Wellington’s Resilience Cities planning effort, among others. A formal vetting of the draft vision statement is a recommended objective of a kick-off workshop described in *Resource 1. Strategic Recovery Planning Process Guidance Document*, as part of the plan formalisation effort. Some additional principles that might be considered are:

- Ensuring that there is a dedicated, transparent, and sustaining effort to assess and monitor the ongoing needs of affected communities.
- Ensuring a smooth and empowered organisational transition from response and recovery.
- Enabling demographically representative and empowered community participation in recovery planning, especially considering the involvement of those with access and functional needs and those displaced by an emergency.
- Maintaining effective co-ordination and integration of recovery planning, decisions, actions, and resources at both the local and regional levels and also with the central government and non-governmental organisations.
- Maintaining local primacy of core recovery operations.
- Incorporating concepts of sustainability, resilience and other forms of community betterment into recovery.
- Explicitly acknowledging both the opportunities and risks associated with different recovery policies, targets and outcomes and ensuring balanced consideration of these opportunities and risks as part of recovery planning and decision making.
- Ensuring societal and intergenerational equity in recovery policy, planning and decision-making. Recovery requires long-term investment and the beneficial outcomes are also spread over time.]

3. Recovery Organisation Structure

This section describes the organisational structure, functions, positions and responsibilities for recovery management within the CDEM Group and Local Councils which are the core elements of the Strategic Recovery Plan. It also covers both the pre- and post-emergency operational procedures, activities and responsibilities.

[Section 3 provides further structure to the leadership and governance arrangements defined for emergency response and recovery in the CDEM Group Plan 2013-2018 and the MCDEM Director’s Guidelines for Recovery and initial draft Table of Contents for the guideline revisions underway in 2016. It is also consistent with roles and responsibilities contained in the CDEM amendment bill of 2015.]

Resource 1 - Strategic Recovery Planning Process Guidance Document recommends that this section be reviewed and refined by one of the Working Groups established by the Recovery Planning Steering Committee. The Leadership and Governance Working Group should be charged with reviewing and completing this section and making recommendations to the Recovery Planning Steering Committee. This Working Group’s composition might include members of the sub-committee to the CEG, representatives from MCDEM and DPMC that are working on recovery policy and planning, and key local and regional staff with roles and responsibilities for response and/or recovery identified in the CDEM Group Plan 2013 – 2018 and local response and/or recovery plans.]

3.1 Concept of Operations

[Section 3.1 describes the proposed, scalable organisational design for recovery as well as the major organisational objectives that the draft structure aims to address: defining clear responsibility for determining the appropriate recovery organisational design, ensuring a robust organisational transition from response to recovery, and enhancing local capacity to lead recovery decision making, activities and operations, and scaling the regional-level recovery as needed. In addition to the Group Plan and the MCDEM directors guidelines this concept also works to very explicitly incorporate DPMC’s 5 themes of recovery by making them key tasks (conduct of a Recovery Needs Assessment, see section 3.4.1) and functions (4 Recovery Support Services, see section 3.2.6) in the proposed organisation structure. A fifth environment—cultural environment—is added to the MCDEM recovery environments (see section 3.2.5). As noted below, the proposed structure also works to leverage and extend the organisation momentum—built through the CIMS framework in emergency response—into recovery. The organisation structure is also designed to scale with increasing situational awareness, size, and complexity of an emergency.]

Some key questions and points to consider in reviewing and completing this section are:

- Does the proposed structure help strengthen local council level capacity to “act locally” in leading and executing recovery?
- How will councils be good partner and support other councils in the organisation structure?

- Does the proposed structure help clarify and strengthen the regional “support” role for local councils but also in serving as an integrator and intermediary for the region in partnering with central government?
- Will the scalability and flexibility of the proposed Recovery Levels help the Group to build capacity from the bottom and have a more consistent organisational framework for addressing the recovery needs of a diverse range of emergencies, of which small- to moderate-emergencies are more common, but large-scale emergencies are crucial tests of the organisational design.

Organisational capacity partially depends on whether all actors with a stake in a recovery are somehow engaged or empowered at the appropriate level. The capacity also depends in part on whether there is sufficient access at that level to all the necessary information and resources. Efficacy and success at a given level in the structure can often be enhanced through strategies that improve access to the necessary information and resources. Leaders, managers, and staff are obligated with the Strategic Recovery Plan to explore such capacity building opportunities before ruling out the possibility of decentralising decisions and activities to lower levels. Concurrently, it is critical to not be overly optimistic of how quickly local-level capacities can be strengthened in order to take on decentralised decisions and tasks; decisions and activities should not be delegated if the capacity at a given level is not strong enough. Once delegated, those that have been delegated with recovery decisions and activities should be afforded as much autonomy as possible.]

Recovery begins during the response phase of an emergency. The Group Plan identifies the roles of Group Recovery Manager and Local Recovery Manager, both reporting to their respective Controllers when the Local Emergency Operation Centres (EOCs) and Group Emergency Coordination Centre (ECC) are activated. These centres are operated under the New Zealand Coordinated Incident Management System (CIMS) framework which provides consistent principles, structures, functions, and processes to manage emergency response.

The recovery organisation structure expands upon these concepts of operations by defining an initial and foundational responsibility of the Group Recovery Manager and Local Recovery Manager to conduct Recovery Needs Assessments during the response phase of an emergency and determine the most appropriate recovery organisation structure to address the scale and diversity of recovery issues arising for a particular emergency. It also aims to leverage the organisational capacity and momentum that has been created through the Region’s CIMS-based response structure, and ensure a smooth and robust transition into recovery.

The intent of the organisation structure is to decentralise decisions and activities to the lowest level with capacity to conduct them satisfactorily. Decentralised management between multiple levels of government is a good approach to combating the compressed timeframes of recovery, as well as both the management and operational demands. In particular, extension of the CIMS framework into recovery can help provide for decentralised operations under a unified vision, while also helping to ensure organisational accountability and effectiveness and improving multi-level coordination.

Both the regional and local recovery organisation structures are similarly designed around two major thrusts, both of which report to the recovery managers: the Recovery Environment Programme and Recovery Support Services. The Recovery Environment Programme—Social, Built, Natural, Economic, and Cultural Environments—are where the core recovery activities and operations are organisationally-based. The Recovery Support Services—Planning, Information Management and Monitoring; Communications and Community Engagement Financing Resource Allocation and Logistics; and Innovation and Risk Reduction—provide resources, integration and coordination, and other forms of support to the core recovery operations (just as some do in the Region’s CIMS-based response structure).

The dual thrust also implies a roughly equal power balance between operations and support within the recovery organisation structure. This is done because enacting Wellington Group’s recovery strategies requires a recovery organisation to be excellent simultaneously at two different things. The organisation structure also allows for tight integration between adding new recovery management capacity and existing businesses as usual organisation and operations of the Local Councils. The Group Recovery Manager and Local Recovery Managers and primary agencies and leaders of the Recovery Environment Programme and Recovery Support Service areas are identified prior to a future disaster which each have day to day business as usual roles. The primary agencies and leaders of the Recovery Support Services largely determine what to do and when to do it, while the primary agencies and leaders of the Recovery Environment Programme largely have jurisdiction over how to do the work, particularly in the context of business as usual operations, protocols, and regulations. Leaders of both thrust areas are expected to communicate with each other to identify issues early and prevent unnecessary conflicts and to jointly set work benchmarks and milestones

The Recovery Environment Programme and the Recovery Support Services are described further in sections 3.2.5 and 3.2.6 and Annexes 1 and 2. Figures 3-1 and 3-2 show the local and regional recovery organisation structures.

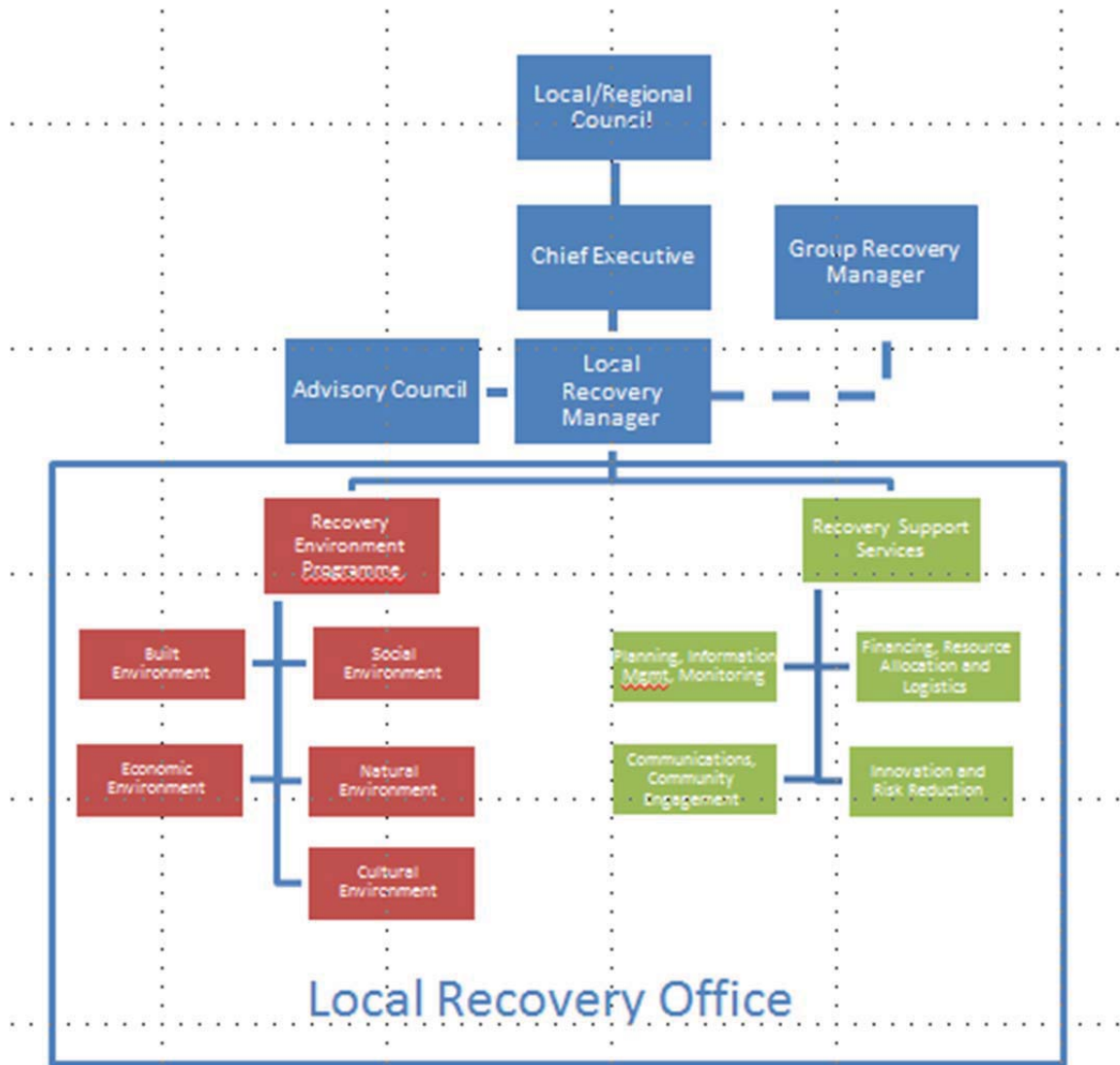
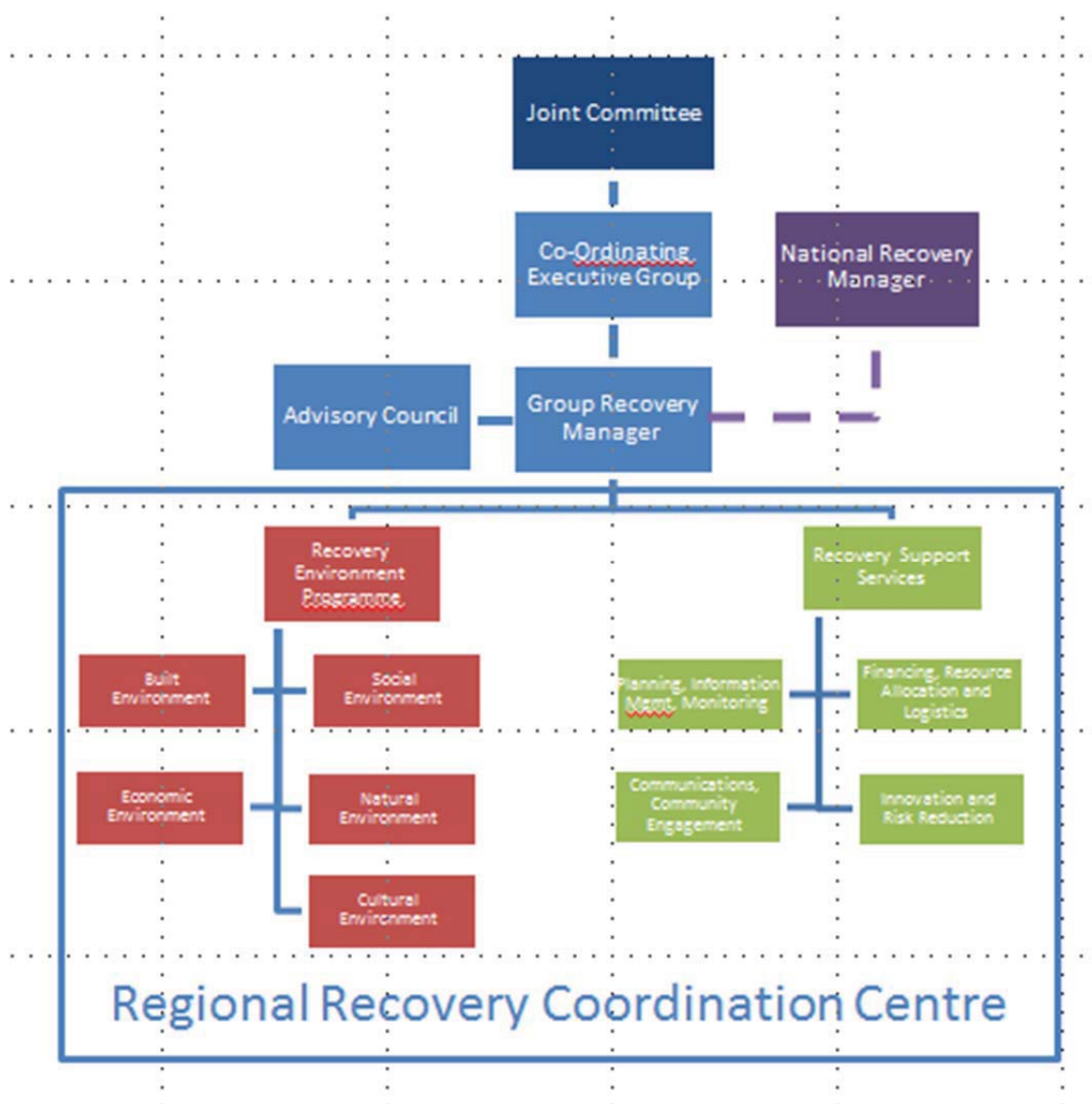


Figure 3-1. Organisational Structure for a Local Recovery Office



3.2 Organisational Structure for a Regional Recovery Coordination Centre

The recovery organisation structure also embodies and conforms with the core CDEM principle to “act locally, coordinate regionally, support nationally” by providing a flexible and scalable framework that first emphasises the building of local capacity to lead and sustain recovery decision-making, activities and operations and then scaling up the regional-level recovery coordination, support and, if necessary, operations and integration as the impacts and needs increase. In other words, the CDEM Group’s role in recovery escalates—just as it does in emergency response—to support the needs of the Local Councils and the region, for a diverse range of emergencies, starting with small to moderate-scale (and more localised) emergencies up to large-scale (and potentially region-wide) emergencies.

It will be the responsibility of the Group Recovery Manager to recommend an appropriate level of regional involvement; levels are defined as Recovery Levels 1 – 5. This will be done in consultation with the CDEM Regional Manager and the CEG Chair. The Group Recovery Manager’s recommendation will be made in consultation with Local

Recovery Managers who are simultaneously determining the scope of their Local Recovery Office and the scope and staffing of the Recovery Environments Programme and Recovery Support Services within it. The Group Recovery Manager's Recovery Level recommendation will ultimately be reviewed and approved by the Group Controller and the Co-Ordinating Executive Group (CEG).

The five Recovery Levels are defined as follows:

- **Level 1 - Single council incident.** A single council incident may require activation of one or more Recovery Environment at the local level, managed by the Local Recovery Manager. The Local Recovery Manager will work with the Group Recovery Manager to give notice of a local transition period, and Local Recovery Support Services may be activated to support or coordinate the local recovery activities and operations. Regional recovery support and coordination will be limited and overseen by the Group Recovery Manager.
- **Level 2 - Multi-council incident.** A multi-council incident may require activation of one or more Recovery Environment in each council which is managed by the Local Recovery Managers. Local Recovery Managers will work with the Group Recovery Manager to give notice of local transition periods and Local Recovery Support Services may be activated to support or coordinate the local recovery activities and operations. Regional recovery support and coordination will be limited and overseen by the Group Recovery Manager.
- **Level 3 – Single or Multi-council incident with Regional Recovery Support Services.** A multi-council incident requires activation of one or more Recovery Environment and one or more Recovery Support Service in each territory, all of which are managed by the Local Recovery Manager and housed within a Local Recovery Office. Local Recovery Managers will work with the Group Recovery Manager to give notice of a local transition period. One or more regional Recovery Support Service may also be activated to help provide capacity and support to the local recovery efforts. The regional Recovery Support Service(s) are managed by the Group Recovery Manager.
- **Level 4 – Single or Multi-council incident with Regional Recovery Coordination Centre.** A multi-council incident requires activation of one or more Recovery Environment and one or more Recovery Support Service at both the local and regional levels. These are managed by the Local and Group Recovery Managers, respectively, and housed within Local Recovery Offices and a Regional Recovery Coordination Centre. A National Recovery Manager may be appointed with national monitoring and national support available. A Long-Term Recovery Organisation may be needed with new legislation defining the organisation structure and necessary authorities and powers for the organisation to effectively manage long-term recovery beyond the transitional period.
- **Level 5 - State of national emergency.** A state of national emergency exists or the civil defence emergency is of national significance and there will be co-ordination by the National Recovery Manager. Full activation of the Local Recovery Offices and Regional Recovery Coordination Centre is required, managed by the Local and Group Recovery Managers. A Long-Term Recovery Organisation may be needed with new legislation defining the organisation structure and necessary authorities and powers for the organisation to effectively manage long-term recovery beyond the transitional period.

Figure 3-3 is an illustration of Levels 1 – 5 and how regional involvement in recovery increases to meet the needs of small-, moderate-, or large-scale emergencies.

The organisation structure also accommodates proposed changes outlined in the CDEM amendment bill to provide powers and arrangements for a transitional period from response to recovery. The transitional period exists until a time in which either: 1) recovery activities can be effectively coordinated, directed and managed under business-as-usual statutory regulatory provisions, or 2) new statutory regulatory provisions are developed. As the CDEM amendment bill acknowledges, the transitional powers and arrangements are intentionally designed to provide more and stronger recovery provisions for small to moderate-scale emergencies. They are also intended to be employed for a limited period of time. There are, however, provisions within the CDEM amendment bill for the extension of the transitional period until it is determined that the recovery activities can be effectively managed under business-as-usual provisions or new statutory regulatory provisions are developed. It will be the responsibility of the Group Recovery Manager and the Local Recovery Managers to give notice of the start of the transitional period, which will also signal the transition from response to recovery.

In larger-scale emergencies, a Long-Term Recovery Organisation may be needed with new statutory regulatory provisions defining the organisation structure and necessary authorities and powers for the organisation to effectively manage long-term recovery. This concept of operations accommodates those rare but potentially long-term recovery situations as well and is further described in Section 3.2.3 and Annex 3.

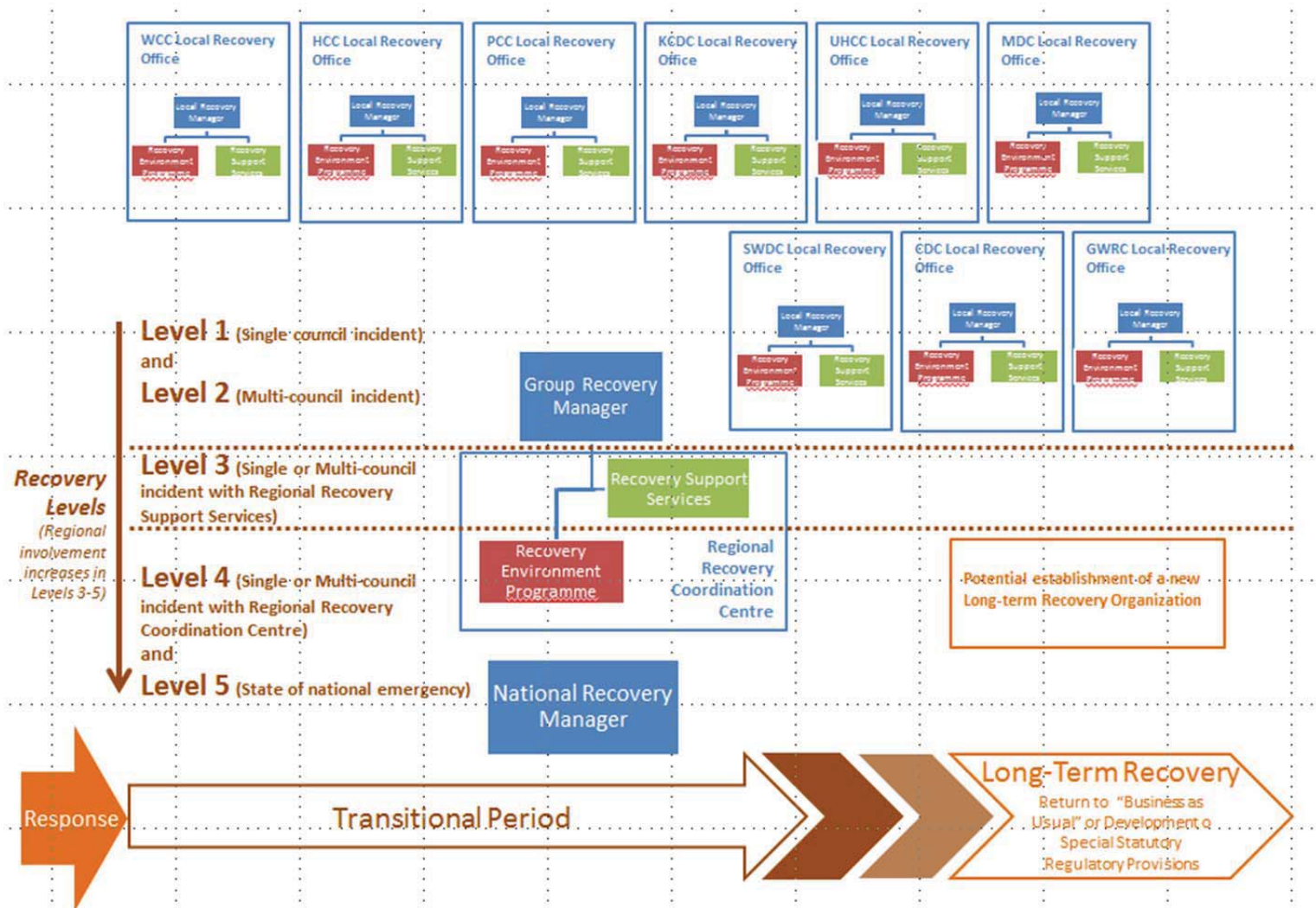


Figure 3-3. Illustration of the Organisation Structures for Recovery Levels 1 – 5

3.2 Key Organisational Functions, Roles and Responsibilities

[Section 3.2 first provides greater definition to the organisational structure—the Local Recovery Offices, the Regional Recovery Coordination Centre, and the potential creation of a new Long-Term Recovery Organisation. In section 3.2.4, it then describes the roles and responsibilities of key positions and groups. Key points to consider in reviewing and completing the section include:

- Is there adequate capacity within Councils and the Group to fulfil the organisational functions, roles and responsibilities defined? How can mutual aid among councils, or from outside contractors be a
- Are the roles and responsibilities appropriately and clearly defined and sized?
- Are the lines of authority and responsibilities for reporting and decision making appropriately and clearly defined?
- Is the organisational capacity sufficiently able to leverage and integrate external partners and community representation with the positions defined for the Recovery Environment Programme, see section 3.2.5]

3.2.1 Local Recovery Office(s)

Each of the nine councils and their respective Local Recovery Manager is responsible for determining the activation and scope of the organisational composition of a Local Recovery Office. At full activation, a Local Recovery Office might have all five Recovery Environments and all four Recovery Support Services in operation. It can also activate a smaller and more selective set of these.

A foundational element of the Group Strategic Recovery Plan is to maintain local primacy of core recovery operations. Thus, Councils have the primary responsibility for activating and managing their Recovery Environment Programme components. Support from the region will be flexible and scalable to recovery needs of each emergency. For instance, regional support will be provided by the Group Recovery Manager in Recovery Levels 1 and 2 with regional Recovery Support Services added in Recovery Level 3. In larger-scale emergencies, regional activation of a regional Recovery Environment Programme may be necessary to assist in coordinating and supporting the core operations of the Local Recovery Offices and the local Recovery Environment Programmes (Recovery Levels 4 – 5).

A Local Recovery Office may operate under the transition period powers and arrangements until it is determined that the scope of recovery activities can be managed by the Local Recovery Manager and the Local Recovery Office under business-as-usual statutory regulatory provisions or new provisions have been developed and adopted by the respective local Council.

3.2.2 Regional Recovery Coordination Centre

The Group Recovery Manager is responsible for determining the activation and scope of the organisational composition of a Regional Recovery Coordination Centre. At full activation, a Regional Recovery Coordination Centre might have all four Recovery Support Services and all five Recovery Environments in operation. It can also activate a smaller and more selective set of these.

A core principle of the Group Strategic Recovery Plan is to emphasize regional-level coordination of the locally-led recovery operations. In small to moderate-scale emergencies, the Group Recovery Manager may provide the necessarily degree of regional support and coordination (Recovery Levels 1 and 2) or may activate one or more regional Recovery Support Services (Recovery Level 3) to assist one or more council. In large-scale emergencies, activation of a regional Recovery Environment Programme may be necessary to assist in coordinating and supporting the core operations of the Local Recovery Offices (Recovery Levels 4 – 5).

In large-scale emergencies, the Regional Recovery Coordination Centre will also serve an integrative function for the councils in the region and help to facilitate communications, resources and support from outside the region’s boundaries. For those emergencies requiring sustained and long-term regional leadership, the Regional Recovery Coordination Centre may also transition into a Long-term Recovery Organisation with new statutory regulatory provisions developed and adopted by the regional and Local Councils participating in the Long-term Recovery Organisation.

3.2.3 Long-term Recovery Organisation, Authorities and Powers

The recovery organisation structure defined in this plan is scalable and flexible to handle most emergency scenarios. There may be, however, some larger-scale emergencies (mostly likely in Recovery Levels 4 – 5) where a different kind of Long-Term Recovery Organisation structure is needed to enhance organisational focus and sustain recovery operations and funding over a longer period of time. Such an organisation would require the development and adoption of special statutory regulatory provisions beyond the authorities and powers defined by the CDEM Act and amendment bill. It is possible for both Local Councils and the CDEM Group to create their own Long-Term Recovery Organisation; however, it is likely that the demands of a larger-scale emergency would involve multiple Councils and thus one organisation functioning as a temporary regional-level agency is a more likely scenario.

The scope and scale of a Long-Term Recovery Organisation may vary significantly based on the emergency event and the recovery needs. It could be a small, coordination-focused agency overseeing execution of a few recovery programmes in a more geographically-concentrated emergency. It could also be a large agency overseeing the long-term planning and implementation of the region’s recovery activities, coordination with central government, and active engagement and collaboration with impacted residents and businesses, governmental and non-governmental agencies, and other stakeholders in recovery.

The focus, as well as the expertise, of the Long-Term Recovery Organisation should be explicitly defined for a particular emergency. The Group Recovery Manager might serve as the Director of the Long-Term Recovery Organisation or a new director with expertise specific to the recovery needs of a particular emergency might also be appointed. The Long-Term Recovery Organisation may report to the Joint Committee

or it could report to a special Governing Board to be defined through the special statutory provisions developed following a particular emergency. All of these topics are explored further in Annex 3.

3.2.4 Governance and Leadership

3.2.4.1 Group Recovery Manager

The Group Recovery Manager leads the regional recovery organisation structure and is responsible for oversight of all pre-event and post-event recovery activities for the CDEM Group. The Group Recovery Manager is a member of the Sub-Committee of the CEG and reports through the Regional CDEM Manager in a business as usual capacity. In an activation, the Group Recovery Manager reports to the CEG, as well as the National Recovery Manager. The Group Recovery Manager has a two-way coordination relationship with the National Recovery Manager, which provides the interface to central government leadership and agencies. The Group Recovery Manager also has an advisory relationship with the nine Local Recovery Managers in the Group and coordinates between them in both pre-event and post-event recovery operations.

During post-event recovery operations, the Group Recovery Manager is responsible for conducting a Regional Recovery Needs Assessment during the response phase of an emergency and determining the most appropriate regional recovery organisation structure to address the scale and diversity of recovery issues arising for a particular emergency. In doing so, the Group Recovery Manager will work with the impacted Local Recovery Managers to complete their Local Recovery Needs Assessment, implement the appropriate local recovery organisation structure, and also determine and fulfil the appropriate level of regional recovery support. The Group Recovery Manager's recommendation on the appropriate regional Recovery Level will ultimately be reviewed and approved by the Group Controller and the CEG and the Group Recovery Manager will work with the Group Controller to ensure a smooth and robust transition into the appropriate regional recovery organisation structure.

The Group Recovery Manager will function as the Chief Executive for the regional recovery organisation structure enacted following an emergency. The Group Recovery Manager will have responsibility for the timely completion of the Group Recovery Action Plan and Group Recovery Reports, their approval by the CEG and Joint Committee, as necessary. The Group Recovery Manager is also responsible for ensuring that the recovery directives, priorities and policies set by the Joint Committee are implemented accordingly by the regional recovery organisation structure.

The CDEM Act grants powers and authorities to the Group Recovery Manager during the transitional period and post-event recovery. Additional powers and authorities may also be granted to the Group Recovery Manager during post-

event recovery through new statutory regulatory provisions that might be developed and adopted following a particular emergency.

3.2.4.2 Group Recovery Coordinator

WREMO may appoint a Group Recovery Coordinator to be responsible for the day-to-day pre-event planning, maintenance, organisational training, exercises, and preparedness related to the Group Strategic Recovery Plan. The Group Recovery Coordinator supports the Group Recovery Manager and, as directed, the Local Recovery Managers in both pre-event and post-event operations. Following an emergency event, the Group Recovery Coordinator supports the Group Recovery Manager in undertaking the Regional Recovery Needs Assessment, determining the appropriate regional recovery organisation structure to activate, and ensuring a smooth transition from the Group response structure to the appropriate regional recovery organisation structure for a particular emergency.

Throughout an emergency, the Group Recovery Coordinator will have responsibility for gathering information to prepare the Group Recovery Action Plan and the formal Group Recovery Reports. The Group Recovery Manager will advise WREMO on other specific roles and responsibilities for the Group Recovery Coordinator for a particular emergency.

Following an emergency, the Group Recovery Coordinator will be responsible for leading the after-action reporting process and ensuring that recovery lessons are heeded and incorporated into updates of the Group Strategic Recovery Plan.

3.2.4.3 Local Recovery Manager

The Local Recovery Manager leads the local recovery organisation structure and is responsible for oversight of all pre-event and post-event recovery activities for the respective local Council. The Local Recovery Manager reports to the local Chief Executive, and the reporting structure is expanded during emergencies to include the Mayor, Council and the Group Recovery Manager.

Immediately following an emergency, the Local Recovery Manager is responsible for conducting a Local Recovery Needs Assessment and determining the most appropriate local recovery organisation structure to address the scale and diversity of recovery issues arising for a particular emergency. The Local Recovery Manager will also work with the Local Controller and the Group Recovery Manager to ensure a smooth and robust transition into the appropriate local recovery organisation structure.

The Local Recovery Manager will function as the Director of the local recovery organisation structure enacted following an emergency. The Local Recovery Manager will have responsibility for the timely completion of a Local Recovery Action Plan and Local Recovery Reports, their approval by the Chief Executive, Mayor, and Local Council, as necessary. The Local Recovery Manager is also responsible for ensuring that the recovery directives, priorities and policies set by

the local Council are implemented accordingly by the local recovery organisation structure. Additional powers and authorities may also be granted to the Local Recovery Manager during the transitional period and post-event recovery.

3.2.4.4 Joint Committee

Following an emergency, the Joint Committee is responsible for overseeing the key decisions made by the Co-ordinating Executive Group, the Sub-committee of the CEG, and the Group Recovery Manager and for determining priorities and policy for the regional recovery organization structure. In particular, the Joint Committee will approve the Group Recovery Action Plan and all other post-event recovery plans developed by the regional recovery organization.

Particularly in moderate- to large-scale emergencies affecting the entire region, the Joint Committee may elect to establish a Leadership and Governance Oversight Board. The purpose of the Leadership and Governance Oversight Board is to evaluate and facilitate positive organisational culture and health by providing a regular facilitated venue for review, evaluation, and updating of recovery missions, strategy, funding sources, budgets, and activation of the recovery organisation structure. The committee also provides a venue for the Group Recovery Manager, Chief Executives and Local Recovery Managers to give progress updates, communicate evolving needs, and present new proposals. Board membership would include (but not be limited to):

- Joint Committee
- National Recovery Manager (as appropriate, and less necessary for small-scale emergencies impacting fewer Councils and alleviating the need for some Council Mayors and Chief Executives to participate)
- CEG representatives
- Group Recovery Manager
- Council Mayors
- Chief Executives
- Local Recovery Managers
- Regional CDEM Manager

The Board will use the WREMO Group Plan goals, as well as the WREMO Strategic Recovery Plan and Recovery Action Plan goals to conduct self-evaluation of leadership and governance within the recovery organisation. The WREMO Community Resilience Strategy community engagement principles may also be used to evaluate the internal and external work of the recovery organization.

3.2.4.5 Co-ordinating Executive Group (CEG)

Following an emergency, the CEG will support the Joint Committee in determining recovery priorities and policies for the regional recovery organisation structure and will vet recommendations of the Sub-committee of the CEG and the Group Recovery Manager before they are presented to the Joint Committee for final approval.

3.2.4.6 Sub-Committee of the Co-ordinating Executive Group (CEG)

The Sub-Committee of the CEG will provide advice and support to the Group Recovery Manager in both pre- and post-event recovery operations.

3.2.4.7 Advisory Council(s)

Following an emergency, the Group Recovery Manager in consultation with the CEG may elect to create a Regional Advisory Council to advise on key decisions, priorities and policies for the regional recovery organisation structure. Advisory Council membership might include public and private sector representatives of residents, businesses, governmental and non-governmental agencies, and other interested stakeholder groups and members of the community with a composition that reflects the regional recovery impacts and needs of a particular emergency. The specific terms of reference for the Advisory Council would be developed by the Group Recovery Manager for that particular emergency.

Similarly, a Local Recovery Manager in consultation with the local Council and local Chief Executive may elect to create a Local Advisory Council to advise on key decisions, priorities and policies for the local recovery organisation structure. Advisory Council membership should be reflective of the local recovery impacts and needs of a particular emergency. The specific terms of reference for the Advisory Council would be developed by the Local Recovery Manager for that particular emergency.

3.2.5 Recovery Environment Programme

There are five distinct areas within the Recovery Environment Programme of both the local and regional organisation structures:

- Built Environment
- Economic Environment
- Social Environment
- Cultural Environment
- Natural Environment

The scope of a post-emergency Recovery Environment Programme and activation of the different Recovery Environments at both the local and regional levels will be decided in the response phase of the emergency by the Local Recovery Manager and the Group Recovery Manager. Based upon information gathered in the Recovery Needs Assessment those Recovery Environments which were not impacted or do not have significant needs, may not be activated. In smaller-scale emergencies, it is likely that not all Recovery Environments are necessary. For larger emergencies, all the Recovery Environments will be necessary while having multiple components inside each.

Once activated at either the local level (Recovery Levels 1, 2 and 3) or at both the local and regional levels (Recovery Levels 4 and 5), the Recovery Environments are responsible for planning and executing the core recovery activities and operations. The work of a Recovery Environment will be program-, project- or goal-based,

addressing specific recovery needs such as residential housing, businesses or social welfare, as well as community-wide needs. In doing so, each Recovery Environment is comprised of different components. For example, the Built Environment includes the Utilities, Transportation, Housing, Critical Infrastructure, and General Buildings components.

Annex 1 identifies the primary agency and leader for each of the regional Recovery Environments as well as the coordinating and supporting agencies. Also, each Recovery Environment is co-chaired by one or more appointed representatives from the community. The Community Representative(s) to each Recovery Environment provide advisory guidance to the primary agency and leader based on their knowledge of community needs and social and professional networks within the community, but does not have a specific management role.

Ultimately, for large complex emergencies, the intent is that all the Recovery Environment Programme areas are activated and leadership positions are filled by separate people at both the local and regional levels. Implementation of the Recovery Environment Programme may be done by staff within the primary, supporting and coordinating agencies or by outside contractors using business as usual procurement and contracting. If the need is high, an entirely new Recovery Environment component can be established to manage recovery of that sector independently. (This structure could also be used to focus on particular geographic areas instead of particular components, if needed.) In the case of extreme need (of speed, resources, etc.) an alliance contracting model might be used, similar to the structure of Stronger Christchurch Infrastructure Rebuild Team (SCIRT) (see Annex 2, Section A2.1 Financing, Resource Allocation and Logistics for additional information on this model.)

3.2.6 Recovery Support Services

There are four organisational support functions, referred to as Recovery Support Services within both the local and regional organisation structures. They are:

- Planning, Information Management, and Monitoring
- Communications and Community Engagement
- Financing, Resource Allocation and Logistics
- Innovation and Risk Reduction

Integrated planning and information management, communications, community engagement, funding and resource allocation, and innovation are all essential to the successful implementation of the recovery organisation structure and management of the Recovery Environment Programme, especially when all the Recovery Environments are activated.

Each of these services has three aims: 1) To align the goals and strategies of the different Recovery Environments to work together. The larger and more complex the emergency, the greater the likelihood of fragmentation and coordination gaps in the Recovery Environment Programme; 2) To resolve the conflicts that will inevitably arise as a consequence of each Recovery Environment having its own goals and

approaches; and 3) To prioritize and adequately resource the unique demands of each Recovery Environment and its various components. Together, they work to support well-informed decision making and holistic recovery that accounts for the complex interdependencies between the different Recovery Environments.

The scope and activation of the different Recovery Support Services at both the local and regional levels will be decided in the response phase of the emergency by the Local Recovery Manager and the Group Recovery Manager based upon information gathered in the Recovery Needs Assessment. For larger emergencies (Levels 3, 4, and 5), all the Recovery Support Services will be necessary at both the local and regional levels.

Annex 1 identifies the primary agency and leader for each of the regional Recovery Support Services as well as the coordinating and supporting agencies. For smaller emergencies, more than one Recovery Support Service can be handled by a single person. As the demand increases, each of the Recovery Support Services will be handled by one or more staff. Implementation of the Recovery Support Services may be done by staff within the primary, supporting and coordinating agencies or by outside contractors using business as usual procurement and contracting.

3.2.7 Recovery Assistance Centres

The CDEM Group or Welfare Advisory Group may establish Recovery Assistance Centres following an emergency. These centres may supply a coordinated range of recovery services to victims of a particular emergency that may be offered by central government departments, local government, non-government organisations and other agencies. These centres may continue to function into the transitional period and longer-term recovery. The Local Recovery Managers and Group Recovery Manager have authority to establish, extend and potentially expand the coordinate role and functions of these one-stop shops for the purpose of providing coordinated recovery services and assistance to victims including but not limited to: planning and consent processing to expedite repair of buildings, provision of housing assistance, and encouragement of business resumption and industrial recovery. The Local Recovery Manager and Group Recovery Manager will be responsible for establishing the operating procedures for the centres in coordination with other governmental and non-governmental entities that may provide services and support.

3.2.8 Other Committees and Functions

[Section 3.2.8 should be developed by the Leadership and Government Working Group, considering the existing committee or functions that should also be noted within the Plan, such as the Welfare Advisory Group or the Wellington Lifelines Group. It should also consider whether any other potential committees or functions needed. Some suggestions for consideration are:

- Ad hoc advisory committees - The Group Recovery Manager and Local Recovery Managers may seek to develop advisory committees to support recovery - specific areas. Membership of these committees might include public and private sector representatives of impacted residents and businesses and other

interested stakeholder groups with a composition that reflects the specific recovery topic or need.

- Wellness and Safety Committee - The idea is that to identify, track, and solve complex, interdependent problems, all perspectives must come together in a room to ensure collective awareness of information, shared understanding of issues, mutualized capacities, and aligned efforts. The aim of the committee would be to “get the system in a room” on a regular basis to analyze and synthesize the interdependencies of the five Recovery Environments (and associated components) and four Recovery Support Services in the context of pre-determined recovery goals, objectives, activities, projects, and tasks. This is to ensure evaluation and monitoring of holistic progress of the recovery organisation. The Wellbeing and Systems Committee could be comprised of all the activated Recovery Environment Leaders and Community Representatives, and all Recovery Support Services Leaders. Other personnel or external experts (e.g., university researchers) can be included as members of specifically created subcommittees. The Committee should be designed to work across government and community lines to plan for and make timely recommendations in support of the recovery operations and priorities. Because of the size and complexity of committee meetings, all meetings must be designed and facilitated by a trained facilitator from outside of the committee.]

3.3 Pre-event Operational Procedures

[These sections should be completed and reviewed by WREMO staff in conjunction with either the Leadership and Governance Working Group or the Recovery Planning Steering Committee. *Resources 1 and 2—the draft Guidance document and models for the planning formalisation process, respectively—*have been developed to help complete the Group Strategic Recovery Plan and also lay the foundation for completion of local Strategic Recovery Plans. Each Local Council should be required to complete a local Strategic Recovery Plan, and in particular to designate the primary agency and leadership roles for the local Recovery Environment Programme and Recovery Support Services.]

The effectiveness of the Strategic Recovery Plan depends in great part of its completeness and freshness. The following sections address pre-event planning and on-going maintenance, training and exercises needed to ensure that there is strong organisational consistency, adoption and knowledge of the Strategic Recovery Plan across the CDEM Group.

3.3.1 Recovery Planning

Pre-event planning for post-event recovery management helps to establish critical priorities and objectives, traceable milestones, essential leadership, and community commitment for recovery. While it is difficult to predict the specific kinds of recovery needs that may result from an array of emergencies, it is still possible for the pre-event recovery plans to address both the desired physical outcomes of the recovery process as well as the organisational management structure, policies and procedures that will guide the process. This document provides the organisational vision and

structure of the region’s CDEM Group Strategic Recovery Plan and is intended to serve as a template for the region’s Councils to use in developing local Strategic Recovery Plans. The Group Recovery Manager is responsible for ensuring that the Group Strategic Recovery Plan is complete and has the appropriate formal approvals. The Group Recovery Manager, together with the Recovery Coordinator, are responsible for working with the Local Recovery Managers in each of the nine Councils to develop local Strategic Recovery Plans. Local Council Chief Executives and Mayors are responsible for ensuring that there is adequate support and resources for the local planning processes and that the final plans have the appropriate formal approvals.

3.3.2 Strategic Recovery Plan Maintenance

The Strategic Recovery Plan requires regular review and maintenance to be effective when a significant emergency event occurs. The Recovery Coordinator is responsible for leading WREMO and Local Councils in an annual review of the Strategic Recovery Plan and accompanying procedures. Working with the Group Recovery Manager, Local Recovery Managers or other leaders and managers of components of the Recovery Environment Programme or Recovery Support Services, the Recovery Coordinator should assess whether any additions and changes are needed to Planning Assumptions, roles, responsibilities, or other major plan elements.

Recommendations for an annual monitoring checklist include:

- Review organisational personnel and stakeholder group membership and update for personnel and organisational changes as needed
- Document actions that have been completed and remove them from pre-disaster implementation task lists
- Include new actions resulting from the review
- Determine if priorities need readjusting and review the actions previously scheduled to be implemented over the next year. Adjust implementation timeframe of actions accordingly.
- Seek resources and funding for actions scheduled to be implemented in the next few years.
- Consider preparing a brief report on implementation accomplishments that can be presented to elected officials, the public, state and federal partners, the media, and posted on the plan’s website.

A formal review and revision of the Strategic Recovery Plan should be undertaken at least every five years and could coincide with reviews and updates to other major local plans, the WREMO Group Plan, and local resilience plan. Hazards and risk analyses, institutional capacity and plan assessments, issue priorities, and recommended strategies and actions, and potential funding sources are all areas that should be carefully considered to ensure consistency and implementation leverage among the plans. Stakeholder and community input on priorities for the plan updates might also be held together to help create synergies between the plans and also save on staff time with the concurrent efforts. A thorough analysis of major legislative and recovery policy and program changes should also be done at least every five years, ensuring that key issues are not accidentally overlooked in the annual reviews. This review should also include research to determine if there is any

new guidance on recovery planning or significant lessons learned from other communities recovering from recent disasters elsewhere.

Interim revisions may also be needed, especially following an activation of the Plan in a post-emergency situation. Interim revisions should be codified on an annual basis and the formal plan review should incorporate all interim revisions as well as a complete review of all elements. Formal plan revisions require concurrence by the WREMO Co-Ordinating Executive Group, Group Recovery Manager, and Local Recovery Managers.

3.3.3 Exercises and Training

Just as response-related exercises and training are held regularly by WREMO and Local Councils to understand their performance and effectiveness during actual emergencies, the roles, responsibilities and functions of recovery must also be practiced and exercised. This will help institutionalise the knowledge and skills necessary for the overall efficiency, effectiveness and success of a post-emergency activation of the Strategic Recovery Plan. It is particularly important for those personnel whose recovery related roles and responsibilities vary from their everyday functions or require special knowledge. Recovery is also a highly interconnected and collaborative undertaking and it is important to exercise institutional responsibilities that also involve other external organisations and groups working together in implementation, such as infrastructure, housing and economic recovery tasks.

It is recommended that recovery exercises and training be conducted at least annually and that their design and execution follow appropriate performance assessment procedures and standards. The timing could coincide with preparations for peak hazard periods of the year, such as flooding and wildfire seasons, or as part of specific job training. Table-top exercises may be the most appropriate form for exercising the Strategic Recovery Plan. Exercises might also be held in conjunction with functional response exercises that are designed to test short-term recovery related tasks, such as debris removal and damage inspections. They might also test (and possibly develop) the procedures for transitioning from response organisation structures to a recovery organisation structure. They might also be used to identify resilience priorities and used in the development, or update of, local resilience, district, and long-term plans.

The Recovery Coordinator will be responsible for ensuring that after-action reports are prepared for all exercises with a focus on identifying gaps or additional needs that can inform future modifications of the Strategic Recovery Plan and accompanying documents. As well, a set of operational procedures can be developed as a result of the exercise efforts to document specific recovery-related tasks and help to provide important guidance for future staff as personnel changes.

3.4 Post-event Operational Procedures

[These sections should be completed and reviewed by the Leadership and Governance Working Group. One of the key questions for the group to consider is whether there needs to be duplicative procedures (i.e Recovery Needs Assessment, Recovery Action

Plans, Reporting and Monitoring) at both the regional and local levels; or might all the affected councils contribute and participate in one, unified region-level procedure. This is especially relevant for the Recovery Action Plan and Recovery Reports (both required by MCDEM).]

The Concept of Operations of the Strategic Recovery Plan defines several key post-event procedures that are critical to the overall implementation effectiveness of the organisational structure. They are: Recovery Needs Assessment, Activation Criteria, Transitional Period Powers, Reporting and Monitoring, and Demobilisation and Transition. Each of these are further defined in the following sections.

3.4.1 Recovery Needs Assessment

[Section 3.4.1 needs further consultation and work with WREMO staff to refine the concepts and the scope and method of the Recovery Needs Assessment procedure. *Resource 3 - Recovery Needs Assessment Worksheets* has been developed as a potential tool for the Recovery Needs Assessment. These should be reviewed, along with other models, to develop the most effective tool for this task.]

The Group Recovery Manager and Local Recovery Managers are responsible for conducting regional and local-level Recovery Needs Assessments during the response phase of an emergency. This information is fundamental to determining the most appropriate recovery organisation structure to address the scale and diversity of recovery issues arising for a particular emergency. The needs assessment has to access the most up-to-date information available and consider the damage levels, potential consequences that are likely to unfold over time, resources available for recovery, and the potential unmet needs. All this information is needed to determine which Recovery Environment Programme and Recovery Support Services to activate at the local and regional levels and the appropriate scope, as well as partner engagement and resource needs, for each. In larger emergencies (Recovery Levels 3, 4, and 5) when full activation is likely at both the local and regional levels, the local and regional Planning, Information Management, and Monitoring Service teams should be activated to assist with the data collection and integration.

3.4.2 Activation of Local Recovery Office(s) and Regional Recovery Coordination Centre

[Section 3.4.2 needs further work by WREMO staff to determine if there are special activation notification procedures or approvals that will be instituted at both the local and regional levels.]

The Local Recovery Managers and Group Recovery Manager are responsible for determining the activation and scope of the organisational composition of Local Recovery Offices and regional recovery support and coordination. At full activation, all five Recovery Environments and all four Recovery Support Services will be in operation at Local Recovery Offices and a Regional Recovery Coordination Centre. A smaller and more selective set of these would be activated for smaller-scale emergencies. It is also the responsibility of the Local Recovery Managers and the Group Recovery Manager to work with the Local Controllers and the Group

Controller, respectively, to ensure a smooth transition from the organisation response structure to the recovery organisation structure.

The Group Recovery Manager is authorised to use the Transitional Period authorities and powers defined under the CDEM amendment bill. The Group Recovery Manager can also delegate some or all of these authorities and powers to Local Recovery Managers.

3.4.3 Transitional Period Powers

[Section 3.4.3 is here as a place holder to accommodate the Transitional Period Powers defined by the CDEM amendment bill. Presently, the Act provides no specific mandate to continue with, or transition from, the use of extraordinary powers and arrangements provided in a state of emergency. Many activities that begin during the response period may need to continue into the initial recovery phase for the purpose of stabilising recovery. Lacking appropriate powers and arrangements in the short-term can undermine a timely, coordinated and effective recovery in the longer-term. Furthermore, it may create a perverse incentive to declare or prolong a state of emergency when only a smaller, specific set of extraordinary powers and arrangements is needed to transition smoothly to, and support, recovery management.

The CDEM amendment bill states that “(t)he powers considered for use in the transition phase are a subset of those currently provided for in the Act for use in a state of emergency. Proposed powers to be made available for the purpose of recovery are limited to:

- carry out works; clear roads and other public places; and remove, dispose of, secure, or make safe dangerous structures and materials;
- provide for the conservation and supply of food, fuel and other essential supplies (such as water);
- disseminate information and advice to the public;
- evacuate premises and places, and exclude people and vehicles;
- enter onto premises (for example, to perform an assessment);
- close roads and public places;
- give directions to stop any activity or to take any action, to limit the consequences of the emergency and potentially for the purposes of coordinating recovery efforts; and
- require information for the recovery (for example, from lifeline utilities).”

The Group Recovery Manager is authorised to use the Transitional Period authorities and powers defined under the CDEM amendment bill. The Group Recovery Manager can also delegate some or all of these authorities and powers to Local Recovery Managers.

The Governance and Leadership Working Group and WREMO staff should to work with MCDEM staff to determine the appropriate language for this section.]

3.4.4 Post-Event Recovery Action Plans

[Section 3.4.4. defines the process and content of Recovery Action Plans, a product that MCDEM requires of all CDEM groups. A key issue to consider is whether both local and regional level Recovery Action Plans will be developed, or will local Councils affected by an emergency just be contributors to one, unified Group Recovery Action Plan. Given, the scaling nature of the recovery organisation structure and the emphasis on decentralisation and local empowerment, it may be more appropriate to have both local and regional level plans, and both local and regional level community engagement processes as part of the plan preparation and approvals.]

At the earliest possible time following an emergency, the Group Recovery Manager and Local Recovery Manager(s) shall lead the development the Group and local Recovery Action Plans to serve as the strategic post-disaster recovery management programmes for a specific emergency. The Recovery Action Plans are operational in nature and will identify and describe the specific recovery organisation structure in place, specific recovery initiatives and actions that will be undertaken to implement the Recovery Environment Programme, Recovery Support Services, and other aspects of the Group and local Strategic Recovery Plans for a specific emergency.

The Recovery Action Plans will also identify and describe recovery initiatives and actions that are not identified, or insufficiently covered, by the Group and local Strategic Recovery Plans, but which, in the judgment of the Group Recovery Manager or Local Recovery Manager, are essential to recovery and rebuilding needs. For each initiative or action, the Recovery Action Plans will describe the objective urgency, affected individuals and agencies, funding sources, responsible agencies or departments and likely duration.

The Group Recovery Action Plan shall be reviewed and approved by the Joint Committee following consultation with regional recovery partners, other governmental agencies, businesses, infrastructure operators, and other citizen and stakeholder representatives. The regional Communications and Community Engagement Service team will be responsible for working with the Group Recovery Manager to design and implement the external consultation and community engagement processes necessary to ensure a proper vetting of the draft Recovery Action Plan. Similar review processes will be implemented by the Local Recovery Managers in conjunction with their local Communications and Community Engagement Service team. Local Mayors and Councils are responsible for approving the local Recovery Action Plans.

The Group Recovery Manager shall periodically report to the Joint Committee regarding Recovery Action Plan implementation, and any adjustments that may be required by changing circumstances. To the extent possible, the Recovery Action Plan will be consistent with existing regional and local plans, codes, or ordinances. The Recovery Action Plan shall form the basis for periodic amendments to post-event recovery plans and such other related plans as may be pertinent. Such plans should also be used to evaluate the needed post-event amendments to the Strategic Recovery Plan or other elements of the Wellington Region CDEM Group Plan.

3.4.5 Post-Event Recovery Plan(s)

[Section 3.4.5 provides for the ability of local Councils or the region to prepare post-event plans other than the Recovery Action Plans. Such plans may be needed to guide recovery and rebuilding in specific physical areas and building types (e.g. the Christchurch Central City Plans, and the Red Zone and residential technical categories policies) or critical infrastructure systems (e.g. SCIRT plans).]

Post-Disaster Recovery Plans will be prepared, as needed, to guide the orderly and expeditious recovery and rebuilding of specific physical areas, buildings and infrastructure systems impacted by a particular emergency event. Such plans are likely to be more physically-oriented in nature and shall be comprised of visions and principles for land use and the repair and rebuilding of damaged areas, buildings and infrastructure systems, as well as relevant policies, and implementation actions with designated responsibilities and anticipated timeframes for completion. Post-Disaster Recovery Plan(s) shall identify relationships of planned policies and actions with those of local, regional, national, mutual aid, and nonprofit organisations involved with disaster recovery for the specific area, building or infrastructure system.

3.4.6 Recovery Monitoring and Reporting

[Section 3.4.6 needs further development by WREMO staff, possibly in collaboration with MCDEM since Group Recovery Reports are a product that MCDEM requires of all CDEM groups. A key issue to consider is whether both local and regional level Recovery Reports will be developed, or will local Councils affected by an emergency just be contributors to one, unified Group Recovery Report. Given, the scaling nature of the recovery organisation structure and the emphasis on decentralisation and local empowerment, it may be more appropriate to have both local and regional level plans, and both local and regional level community engagement processes as part of the plan preparation and approvals.

Also it is important that both the monitoring and reporting take a holistic look at the progress of the recovery organisation as well as the impacted communities. A series of performance and evaluation criteria should be developed and used in post-event analysis. A holistic way to consider these is to look at :

- Outcomes:
 - Community Wellbeing (quality of life, standard of living)
 - Community Identity (equity, attachment, empowerment, etc)
- Inputs:
 - Services (goods, flows, and benefits)
 - Capitals (assets, resources, stocks)
- Considerations:
 - Sufficiency (balance of supply-demand, speed-deliberation)
 - Processes (*need a better term for this* but the “how” of decision making, information flow, financial arrangements),
 - Geography
 - Uncertainty (risk management, contingencies, predictability)
- Conditions:

- Restored
- Renewed
- Improved

A set of performance and evaluation criteria would need to be developed for each of the Recovery Environments. Below is an example of the potential criteria for the Built Environment]

Category	Criteria	Potential Elements/Terms
Outcomes	Community Wellbeing	Satisfaction, happiness, physical security, material security, affiliation, wealth, status, success, healthy, comfortable, autonomy, purpose, independence, safety, work-life balance
	Community Identity	Equity, demographics, sense of place, community attachment, uniqueness, character, “known for”, diversity, distinctiveness, adaptability, makeup, continuity, normal, different, new, old, (dis)enfranchized
Inputs	Benefits (services)	Mobility, lights on, running water, shelter, profit, fun, water retention, power generation, meeting place, air conditioning, heat, efficiency, competitiveness, exercise, aesthetics
	Resources (capitals)	Generators, repair crews, construction materials, mobile substations, new transformers, wood, buildable land, money, educated workforce, political will, natural gas, propane tank, roads, bridges, trains, bike paths
Considerations	Sufficiency	Supply vs. demand, enough vs. not enough, speed vs. quality, cost vs. shoddiness, regulated vs. polluted
	Process/Method	Collaborative, global supply chain, locally sourced, democratic, competitive procurement, bonding, interoperable, regulated, open source, privately, publically, donated, loaned, public involvement, government lead, community driven
	Geography	Wellington, New Zealand, Australasia, World, Hutt, Island Bay, Masterton, Christchurch, South Island, North Island, Auckland, Kapiti Coast, Cuba Street, Lambton Quay, Empire Cinema
	Uncertainty	Risk, unknown, knowable, unsure, probability, unlikely, possible, contingency, if-then, what if, alternatives, options, precision, accuracy, predictable, simple, complex, easy, difficult, reliable, future, scenario, changeability, variability

3.4.7 Transition and Demobilisation

[Section 3.4.7 offers guidance on demobilising and transition out of the Recovery Level 1 – 5 concept of operations into “business as usual” or a new organisation

established to lead long-term recovery. This should be reviewed by the Leadership and Governance Working Group and MCDEM.]

3.4.7.1 Transition to Business-as-Usual

The point at which recovery operations cease and “business-as-usual” processes resume never occurs at one distinct point in time. Recovery operations can take many years but, eventually, the recovery issues begin to look more like “business as usual.” The pace of new housing starts, repair and construction consents and funding flows will seem more normal, even if pockets of recovery-related projects persist. Pre-existing problems will also persist into recovery and there will be newer ones as well, brought on by the disaster; all will also take a long time to address. Deactivation considerations should include whether the major activities and operations identified in the Recovery Action Plan and other Post-Disaster Recovery Plans have largely been achieved and whether the affected communities have reached an acceptable level of normalcy and the need for temporary statutory regulatory provisions related to recovery operations are no longer needed.

The Group Recovery Manager will be responsible for making a deactivation recommendation of the regional recovery organisation to the Co-Ordinating Executive Committee and the Joint Committee. Similarly, Local Recovery Managers will be responsible for making a deactivation recommendation of the local recovery office to local Chief Executives and Councils. A formal dissolution of the Local Recovery Offices and Regional Recovery Coordination Centre will need to be made by the Local Councils and the Joint Committee, respectively.

The Group Recovery Manager and Local Recovery Managers will also work to ensure a smooth deactivation of the regional and local recovery organisations and, as needed, transition of staff and operations into other local agencies and departments.

3.4.7.2 Transition to Long-Term Recovery Organisation

In some larger-scale emergencies (mostly likely in Recovery Levels 4 – 5), a different kind of Long-Term Recovery Organisation structure is needed to enhance organisational focus and sustain recovery operations and funding over a longer period of time. Such an organisation would require the development and adoption of special statutory regulatory provisions beyond the authorities and powers defined by the CDEM Act and amendment bill. It is possible for both Local Councils and the CDEM Group to create their own Long-Term Recovery Organisation; however, it is likely that the demands of a larger-scale emergency would involve multiple Councils and thus one organisation functioning as a temporary regional-level agency is a more likely scenario. The focus, as well as the expertise, of the Long-Term Recovery Organisation should be explicitly defined for a particular emergency.

The Group Recovery Manager will be responsible for making a recommendation for a new Long-Term Recovery Organisation to be created. This recommendation would need the approval of the Co-Ordinating Executive Committee and the Joint Committee, in consultation with Local Recovery Managers. The National Recovery Manager should also be engaged in the decision making process. New Special statutory regulatory provisions, inclusive of and possibly beyond the authorities and powers in the CDEM Act or the Transitional Period Powers of the CDEM amendment bill will need to be developed and formally adopted by appropriate levels of government. All these issues are further discussed in Annex 3.

As part of the transition, a formal dissolution of the Local Recovery Offices and Regional Recovery Coordination Centre will need to be made by the Local Councils and the Joint Committee, respectively. The Group Recovery Manager and Local Recovery Managers will also be responsible for ensuring a smooth deactivation of the regional and local recovery organisations and, as needed, transitioning staff and operations into new Long-Term Recovery Organisation.

3.4.7.3 After-action report

Dissolution of the regional organisation structure, either upon return to business as usual governance arrangements or with the establishment of a new Long-Term Recovery Organisation, Local Recovery Managers and the Group Recovery Manager supported by the Recovery Coordinator will be responsible for developing an After-action report documenting lessons learned during the recovery organisation activation, and making recommendations for the interim revisions to the Group Strategic Recovery Plan, local Strategic Recovery Plans, and any other accompanying documents.

Annex 1. Recovery Environment Programme Guide

[Work is still underway by the consultant and WREMO staff to develop the template and content for this draft section. An example template for the Built Environment Section is provided in this draft. Similar sections are being developed for the Economic, Social, Natural, and Cultural Environments. Resources 1, 2, and 3, provide further guidance on how the content for this draft section will be reviewed and completed by five Recovery Environment Working Groups established as part of the plan formalization process.]

A1.1 Built Environment

[Under *Resource 1 – the draft Guidance Document for the planning process*, each of the five Recovery Environment Working Groups will be responsible for reviewing and completing their Recovery Environment section of Annex 1. *Resource 2 – Models for the Plan Formalisation Process* offers ideas and suggestions for workshop and working session formats and techniques that each Working Group might use. WREMO staff and the Recovery Planning Steering Committee will be responsible for monitoring the Working Groups progress, integrating their products, and resolving any conflicts, overlaps, or differences that may result from the five Working Groups.]

A1.1.1 Scope and Purpose

[The first section of each Recovery Environment will contain an overview of the Recovery Environment together with any strategic vision or mission statements. It will also contain a list and description of the specific components and sub-components of that Environment. The following key component headings are taken from the more detailed inventory provided in *Resource 4 - Recovery Environments Inventory*.]

Transportation

- Transportation services
- Transportation facilities

Utilities

- Utilities services
- Utility facilities

Housing

- Housing services
- Housing stock
- Home features

Critical Infrastructure

- Critical services
- Critical facilities

General Buildings

- Building services
- Building stock
- Building features

A1.2.1 Leadership

[The second section of each Recovery Environment will define the leadership structure that includes a Primary Agency and Leader, Community Representative(s), and Supporting and Coordinating Agencies. These will be determined by the Recovery Environment Working Group.]

Primary Agency and Leader

The Primary Agency and Leader manages and implements the Built Environment activities and operations. [Name of primacy agency and a specific leader] are designated as the Primary Agency and Leader of the Built Environment.

Community Representatives

The Built Environment will be co-chaired by one or more appointed representatives from the community. The Community Representative(s) to the Built Environment will provide advisory guidance to the Primary agency and Leader based on their knowledge of community needs and social and professional networks within the community, but do not have a specific management role.

Supporting and Coordinating Agencies and Partners

Other agencies and external partners have specific capabilities or resources to support the Built Environment and its components. The following government agencies and external partners provide support to the [Name of primary agency and a specific leader] to accomplish the mission of the Built Environment.

A1.3 Planning Assumptions

[Planning assumptions are typically stated so that the readers and users of the plan understand the starting point and frame of reference for the Plan. The following assumptions should be reviewed and completed by the Recovery Environment Working Group.]

The following assumptions have informed the preparation of the Built Environment guide:

Utilities and Transportation

- In disaster impacted areas, transportation and utilities infrastructure is likely to be severely damaged, but unequally distributed across the region.
- Most localized transportation activities will be hampered by the lack of a useable surface transportation infrastructure.
- The damage may influence the means and accessibility level for critical and business services and supply chains.
- Recovery activities that require usable transportation routes will be difficult to coordinate effectively during the immediate post disaster period.
- Sufficient regional human resources, equipment and supplies may not be available to meet restoration, repair, and reconstruction needs.
- National and global assistance may be required to identify and to deploy resources from outside the affected area to ensure a timely, efficient and effective recovery activities.
- Clearing of access routes will permit a sustained flow of necessary goods and services, although localized distribution patterns may be disrupted for a significant period.
- The requirement for transportation routes during the immediate lifesaving response phase will exceed the availability of locally controlled or readily obtained assets.
- Most local communication systems hampered by the lack of an interoperable infrastructure.
- Utilization of mobile communication resources will facilitate continuity of operations, although localized distribution patterns may be disrupted for a significant period.
- The requirement for interoperable communication during response and restoration phases will exceed the availability of locally controlled or readily obtained assets.
- Non-dedicated telephone lines and cellular telephones will likely be overwhelmed for a significant period, with SMS and Internet service potentially being more functional.

- A large hazard event is likely to sever key energy lifelines, constraining supply in affected areas and most likely adversely impacting adjacent areas.
- Damage to utility networks may cause extended shortages in energy supplies by disrupting electricity transmission, creating natural gas shortages, severing fuel supply chains, or increasing energy demands.
- Fuel shortages can be caused by imbalances in supply and distribution and not necessarily through direct damage.
- Damages to any of the energy systems or related components may have a cascading effect on supplies, distribution and/or other transmission systems.
- It is likely that significant energy resources will have to be imported from outside the impacted area and potentially the country.
- Damage to an energy system in one geographic region may affect energy supplies in other regions that rely on the same delivery systems.
- There may be widespread and possibly prolonged natural gas and electric power failures that directly impede transportation and other utilities functioning.
- Water, wastewater, and storm water utilities are likely to have degraded service longer than other utilities.
- Water pressure systems may be low or zero for sustained periods, affecting facilities essential to health and safety.
- Damaged areas may not be readily accessible for prolonged periods.
- The availability of appropriate resources (both equipment and personnel) for repairs will be limited in a catastrophic event.
- The private sector is responsible for a large proportion of the region's utilities and must be a partner in all phases of recovery.
- Any influx of mutual aid for infrastructure restoration and recovery activities will require housing, food, medical care, and other necessities.
- Certain stakeholders will have their own continuity and recovery plans, but the ability to follow those plans may depend on local resources.
- There will be competition for access to construction supplies, contractors, and equipment for months to years.

Housing, Critical Infrastructure, and General Buildings

- A natural hazard event may cause unprecedented residential, commercial, industrial, and government property damage, but unequally distributed across the region.
- A large number of buildings will collapse or be severely weakened.
- Homes, public buildings, and other facilities will have to be reinforced or demolished to ensure safety.
- Some percentage of the sheltered population may require shelter for an extended period of time.
- A large number of people may be left temporarily (or permanently) homeless and require short and/or long term housing assistance.
- A severe hazard event may create a situation existing and planned shelter and temporary housing facilities and sites may not be able to accommodate some or all of the sheltering and short-term housing needs.
- Some incidents having populations shelter in place may be preferable.

- The systems and facilities that provide medical services may be impaired or totally disrupted by a large hazard event.
- For a large hazard event, long-term temporary or transitional housing may be required for several years.
- There is a high likelihood that some temporary housing will be occupied on a long-term or permanent basis if measures are not enforced.
- Service capacity of facilities that suffer little or no structural damage may have degraded because of a lack of utilities, poor transportation access, lack of employees, or demands that exceed capacity.
- Certain stakeholders will have their own continuity and recovery plans, but the ability to follow those plans may depend on local resources.
- Existing address data will likely be insufficient to identify and monitor changes in property and population movements.
- There will be competition for access to construction supplies, contractors, and equipment for months to years.

A1.4 Recovery Goals, Strategies, Potential Actions and Pre-event Preparations

[The fourth section of each Recovery Environment will define the potential paths forward for recovery by identifying the major Goals, Strategies, potential actions or option that may be undertaken by the Recovery Environment team. It will also present recommended actions, conversations, and investments that may be implemented pre-event to better prepare the organisation and the community for effective and coordinated recovery. The following draft strategies are provided as a starting point for discussions led by the Recovery Environment Working Group. The strategies are organised by the short-, intermediate-, and long-term recovery timeframe in which the organisation would aim to accomplish them. The following draft strategies should be reviewed and the entire section completed by the Recovery Environment Working Group.]

Transportation and Utilities

Short-Term

- Develop or obtain information on disaster-related impacts to all utilities and transportation infrastructure, including estimates from utility providers and transportation managers about damage and service restoration times.
- Identify structures and system components that will be given priority for inspections.
- Enact structural inspection protocols according to identified priorities.
- Deploy information management systems to facilitate rapid inspections and engineering assessments.
- Use lifelines impact assessment to help determine Built Environment activation level.
- Identify locations of critical utilities service interruptions and transportation damage that require emergency service restoration to meet immediate health and safety needs of the community.

- Contract, prioritize, coordinate, and deploy emergency restoration resources, such as backup generators, water trucks, portable toilets, cellular tower trucks, and traffic signage, and emergency transportation repairs to ensure operations and access to priority critical facilities.
- Identify general restoration and short-term repair needs and priorities for all utilities and high-priority transportation corridors, including air and sea ports.
- Determine which restoration activities can be done through short-term measures and repairs and which require temporary or alternative services and eventual replacement.
- Assess and communicate need for transportation route clearance and restoration to allow access to critical facilities and emergency shelter/short-term housing locations.
- Restoration protocols and plans of responsible utility agencies and organisations should be enacted.
- Execute mutual aid agreements and plans for accommodating mutual aid workers.
- Utility restoration and priority transportation corridor clearance progress should be communicated and coordinate across utility providers, emergency managers, and utility customers.
- Restoration of utility services commence as soon as debris has been sufficiently cleared from priority transportation routes and conditions meet environmental health and safety requirements (e.g., wind speed for bucket trucks).
- Ensure coordination and communication of utility restoration and transportation route clearance between responsible parties, emergency managers, and decision makers.
- Review and address environmental impact assessment and permitting rules that require compliance, variance, expedition, or waivers.

Intermediate-term

- Assess and communicate need for temporary utilities services at critical facilities and temporary housing locations.
- Develop a prioritization of activities so sequence is associated with recovery efforts.
- Identify utilities repair and replacement priorities necessary for promoting broader recovery of housing, critical facilities, and businesses.
- Finalize and enact measures to conduct detailed engineering assessments of damaged structures.
- Identify and address needs to support continuity of operation of petrol stations.
- Inventory what structures can be repaired and which require replacement.
- Review and revise contractor and inspector screening and licensing procedures.
- Determine what, if any, utility customer demand management and resource conservation measures are necessary and implement.
- Establish or revise permitting procedures and requirements to expedite repair or rebuilding of safe habitable structures.
- Ensure that human resources are sufficient to efficiently enact permitting procedures.

- Ensure integration of pre-existing mitigation planning priorities with recovery plans and programs.
- Identify what opportunities have been created to pursue new mitigation measures, as well as integration of low impact development, green infrastructure, and alternative energy approaches.
- Create a mitigation plan and policy framework for recovery.
- Review building code, development regulations, and design standards in light of pre-event vulnerability and disaster impacts; consider requiring particular construction materials and design methods.
- Establish policies regarding the repair or replacement of substandard structures.
- Ensure reconstruction strategies leverage opportunities for modernizing utilities, such as expanding access to gigabit internet networks.
- Determine if serious questions about whether, what and how to rebuild warrant permanent development restrictions and, if necessary, determine areas where utility networks must be abandoned and relocated.
- Assess and address root causes for any extended utility outages.
- Monitor and address public health risks due to extended utility outages.
- Assess the potential impacts of an anticipated petroleum, natural gas or power generation shortages on energy prices, supplies, and demand.

Long-term

- Develop a long-term utilities and transportation infrastructure reconstruction strategy if large-scale redevelopment is necessary.
- Determine ways that infrastructure recovery goals leverage pre-existing capital investment and growth management goals.
- Integrate goals for climate change mitigation and adaptation into utilities and transportation long-term reconstruction planning, such as strategies to reduce single occupancy vehicle mode share.
- Integrate long-term infrastructure reconstruction into business-as-usual planning such as land use planning, climate action planning, capital investment planning, transportation improvement planning, and growth management planning.
- Evaluate transportation reconstruction progress based on re-establishing and expanding shipping, freight, and work community mobility.
- Develop and implement strategies to maintain and strength fuel supply chains, as well as seaport operations competitiveness.

Housing, Critical Facilities, and General Building Stock

Short-term

- Develop or obtain information on disaster-related impacts to housing, critical facilities, and general building stock.
- Use housing, critical facilities, and general building stock impact assessment to help determine Built Environment activation level.
- Identify buildings and structures that will be given priority for inspections.
- Enact building inspection protocols according to identified priorities.
- Deploy information management systems to facilitate rapid inspections and engineering assessments.

- Enact protocols for determining needs for, approving, contracting, and documenting demolition.
- Determine emergency repairs to buildings necessary that do not require permitting to protect the public health and safety.
- Establish procedures for allowing inspectors and engineers into areas with significant damage.
- Determine permitting procedures under current emergency conditions.
- Inventory locations for alternative siting of critical services, such as emergency operations, law enforcement, government administration, and mass care.
- Determine if serious questions about whether, what and how to rebuild warrant building moratoria.
- Develop or obtain information on impacts to housing stock: single family homes, multi-family rental homes, condominiums, and social housing.
- Develop an estimate of emergency shelter and temporary housing needs based on residential damage inspections.
- Identify available emergency shelters and coordinate placement of displaced households that cannot shelter in place.
- Establish inventory of existing available housing that may be considered for temporary housing (hotels, vacant housing units, time–shares, etc.).
- Finalize and enact building re-entry and security operations for tagged residential units.
- Coordinate with home improvement businesses to ensure that critical building supplies are in stock or easily accessible to make emergency or temporary repairs to homes.

Intermediate-term

- Finalize and enact measures to conduct detailed engineering assessments of damaged structures.
- Inventory what structures can be repaired and which require replacement.
- Consider moratoriums on building permits, development orders, and site plan reviews submitted prior to the disaster.
- Make determinations regarding areas that require broad redevelopment, rather than collective repairs and reconstruction. need of redevelopment, or in the alternative, which areas are eligible for reconstruction.
- If determination has been made that an area has been damaged to such an extent that broad redevelopment is appropriate design and coordinate process for developing redevelopment plan, including process for determining land acquisition needs.
- Identify pre-existing plans that should inform recovery and redevelopment planning.
- Determine non-conforming uses and variances that might be permitted to facilitate rapid restoration or effective recovery.
- Establish or revise permitting procedures and requirements to expedite repair or rebuilding of safe habitable structures.
- Ensure that human resources are sufficient to efficiently enact permitting procedures.

- Publicize new or revised permitting procedures to building owners.
- Review and revise contractor and inspector screening and licensing procedures.
- Determine if serious questions about whether, what and how to rebuild warrant permanent development restrictions.
- Ensure integration of pre-existing mitigation planning priorities with recovery plans and programs.
- Identify what opportunities have been created to pursue new mitigation measures, as well as integration of low impact development or green building approaches.
- Create a mitigation plan and policy framework for recovery.
- Review building code, development regulations, and design standards in light of pre-event vulnerability and disaster impacts.
- Establish policies regarding the repair or replacement of substandard structures.
- Identify and evaluate alternative types of construction to potentially promote during the recovery process.
- Confirm or revise inventory of acceptable areas for temporary housing sites; ensure there is no conflict with debris management sites.
- Determine utility infrastructure needs for temporary housing sites.
- Contract and coordinate resources to construct necessary temporary housing sites.
- Establish policies and procedures for determining temporary housing eligibility and decommissioning of temporary housing sites.
- Conduct baseline home sales and rental market analysis and forecast; establish protocol for updating market analysis and forecasts.
- Determine needs for providing gap financing to help homeowners and landlords rapidly repair and replace residential units.
- Develop or revise plans and policies to transition locally displaced residents back to permanent housing.
- Develop and promote resources specifically targeted to condominium owners, renters, and residents or social housing.
- Develop or revise public awareness materials to assist homeowners in accessing needed professional services, contractors and construction supplies.
- Provide homeowners with information to help them contact and negotiation with mortgage lenders and insurance providers.
- Identify volunteer and community-based organisations that have resources and labor to contribute to the rebuilding process.

Long-term

- Encouraging homeowners and landlords that must rebuild to incorporate mitigation and green building practices.
- Develop a long-term housing recovery strategy if large-scale housing redevelopment is necessary.
- Assess the needs for residential renter assistance programs or residential rent control.
- Determine whether targeted housing affordability measures are necessary.

- Assess and ensure fair treatment of landowners in any land acquisition processes.
- Assess long-term blight and determine necessary measures for blight control.
- Enact compliance procedures for revised building codes.
- Publicize compliance requirements for new construction to meet revised codes, regulations, and standards.

A1.5 Decision Making Framework

[The fifth section of each Recovery Environment will discuss how decisions will be made in a coordinated fashion, informing and informed by community-wide recovery priorities. This includes communication vertically and horizontally within the recovery organisation structure and externally. A list of organisations that may contribute to the decision making process might also be identified. This section will be completed by the Recovery Environment Working Group.]

A1.6. Resources

[A list of useful resources for the particular Recovery Environment will also be identified and captured in this section by the Recovery Environment Working Group.]

Annex 2. Recovery Support Services Guide

[Work is still underway by the consultant and WREMO staff to develop the template and content for the following four organisational support services:

- Planning, Information Management, and Monitoring
- Communications and Community Engagement
- Financing, Resource Allocation and Logistics
- Innovation and Risk Reduction

For each service, the proposed template would be similar to the template for the Recovery Environment Programme including sections on

- Scope and Purpose
- Leadership
- Goals, Strategies, Potential Actions, and Pre-event Preparations
- Decision Making Framework
- Resources.

Four Recovery Support Service Working Groups established as part of the plan formalization process. Resources 1, 2, and 3, provide further guidance on how the content for this draft section will be reviewed and completed by the four Working Groups.].

Annex 3. Long-term Recovery Organisation

[The consultant is still working with WREMO staff to develop the template and content for this Annex. Since guidance for recovery management following large-scale emergencies has not yet been developed by MCDEM, Annex 3 might be decoupled from the core planning process and a sub-group might be assigned to work on it and report back into the Governance and Leadership Working Group, the Recovery Planning Steering Committee, or to the Recovery Coordinator depending upon the timing.]

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NB – this is an ongoing piece of work that will begin aligning itself to resilience planning initiatives.