

SOCIAL RECOVERY101

A GUIDE FOR LOCAL SOCIAL RECOVERY

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**Waimakariri District Council's social
recovery framework and lessons
learnt from the Greater Christchurch
Earthquakes**

Waimakariri District Council
Private Bag 1005
Rangiora
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Written by Jude Archer and Sandra James

Disclaimer

This work has been compiled from a variety of sources including material generally available on the public record, reputable specialist sources and original material, as well as interviews with key people. Care has been taken wherever possible to verify accuracy and reliability however the material does not provide professional advice. No warranty is provided nor, to the extent lawful, is liability accepted for loss resulting from reliance on the contents of this guide. Readers should apply their own skill and judgement when using the information contained herein.

This document is available on the Waimakariri District Council website.

www.waimakariri.govt.nz

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“What most people believe and what actually happens in the aftermath of a disaster are two different things. The movies, the media, and the authorities have too often insisted that we are a chaotic, selfish species and ought to fear each other. Yet in the wake of almost every major disaster a wave of altruistic and brave improvisation saves lives, forms communities, and shapes many survivors experiences.

The most startling thing about disasters ... is not merely that so many people rise to the occasion, but that they do so with joy. That joy reveals an ordinarily unmet yearning for community, purposefulness, and meaningful work that disaster often provides.

These spontaneous acts, emotions, and communities suggest that many of the utopian ideals of the past century are not only possible, but latent in everyday life. A disaster can be a moment when the forces that keep these ideals from flowering, those desires from being realised, fall away.”

Rebecca Solnit 2009 (A Paradise Built in Hell: The Extraordinary Communities that Arise in Disaster)

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It was prepared in the way that the social recovery was approached, as a community and Council partnership and was primarily written by Jude Archer, ex Waimakariri Earthquake Support Service (WESS) Team Leader and Sandra James ex Waimakariri District Council Social Recovery Manager. Others who played major roles in developing, leading and working in the Waimakariri Recovery programme contributed enormously to this document and acted as a guiding steering group.

They are:-

- **Linda Dunbar** - You Me We Us Co-ordinator
- **Jo Ealam** - Oxford Community Trust Manager
- **Chris Greengrass** - ex WESS Team Leader (older persons)
- **Karen Lindsay-Lees** – Waimakariri District Council Communications and Engagement Coordinator/ex Earthquake Recovery Community Development Advisor
- **Simon Markham** - Waimakariri District Council Manager Strategy and Engagement/ex Waimakariri District Council Recovery Manager
- **Kate Pierson** - ex Waimakariri District Council Communications Advisor
- **Tina Robinson** - Local Manager, Work and Income, Ministry of Social Development

Many thanks to the Waimakariri District Council who have freely shared their policies, procedures and recovery material for inclusion here and supported us to be able to tell our story in this way.

We stand together proud of the work that the Waimakariri district did to help its communities recover from the catastrophic earthquakes of 2010 and 2011.

Special thanks to colleague Rochelle Faimalo Social Recovery Manager, Hurunui District Council, who is also treading the recovery path, for her feedback.

We must also acknowledge the residents of Kairaki, Pines Beach and Kaiapoi who worked with us so that this recovery could be relevant and achieve what they wanted to see for their communities post disaster. You challenged us, you encouraged us, and you inspired us to do the best that we could. We salute your passion, your courage and your grace at a very difficult time.

Social Recovery cannot or should not work in isolation from the other important parts of recovery. The key to Waimakariri's success was that social recovery was put front and centre of everything we did. Colleagues from all of the parts of recovery (built, economic, cultural and environmental), all of the Council, including elected members contributed to the goal of supporting this community through this disaster as best we could. In addition numerous local and government organisations contributed to positive social outcomes for our worst impacted communities. People went above and beyond and showed extraordinary professional resilience despite their own recovery journeys. The collaborative partnerships/relationships we formed with iwi, community and not-for-profit organisations and groups, business, insurance and government agencies were genuine and focused on a single goal for our community. Recovery is everybody's business.

And last but not least, we must also acknowledge the Waimakariri District Council leadership who 'trusted' this approach in amongst the chaos, and wholeheartedly believed and supported that the 'people' were the most important aspect of our Recovery journey.

Thank You!

**“ He aha te mea nui o te ao
What is the most important thing in the world?
He Tangata, He Tangata, He Tangata
It is the people, it is the people, it is the people ”**

Maori proverb

INTRODUCTION

The Waimakariri District approach to the earthquakes of 2010 and 2011 has been well documented. It is widely seen as an exemplary model of effective post-disaster recovery, particularly in the area of social recovery. It should be noted that this was a recovery from a very large disaster and we know many recovery operations in New Zealand will be on a smaller scale. Nevertheless we believe this framework is scaleable and valuable as a guide for all local social recovery efforts.

The aim of this document is to use the wide range of material already written, supplemented by interviews with key participants to provide a guide for anyone who finds themselves in a role leading local social recovery following a disaster.

The local Social Recovery Manager's role is a key aspect of a successful recovery, and we hope the lessons we learnt through our experience will provide a useful guide for those who find themselves in this position. This role's aim is to provide leadership, co-

ordination and oversight of social recovery initiatives, and to keep the wellbeing of the community at the heart of recovery decisions.

Getting a thorough understanding of community needs and working with local knowledge of existing services and programmes and established trusted relationships, alongside 'official' recovery arrangements, are the cornerstones of a successful social recovery.

Every disaster is different. Every community is different. While this document provides guidance on where to begin, what to expect, and how to best manage each stage of the recovery, it should not be read as the 'essential' way to deliver Social Recovery, but rather as a range of actions that can be taken to meet your community's needs post disaster.

Each section contains specific information and is designed to stand alone from other sections. Use the sections that best suit your post disaster needs and amend them to best fit your community.

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AND ALWAYS REMEMBER...



At the final stages of editing this document we were reflecting on the lessons learnt and realised that there were a few key factors we hadn't talked about.

Fun, humour, positivity and a strong and connected team.

Working in recovery is really hard work, it's relentless, the hours are long, often things will blindsides you, and emotions are high.

We were intentional about building and supporting a team of passionate people who could withstand the pressure for days, weeks, months and years. We were also intentional about having fun!

Most of us who worked in this team will say it was the best project we've ever worked on, and the best team environment. We were one, focused on a common goal, and we looked out for each other. Make this a priority!



AND ALWAYS REMEMBER...



At 4.36am on the 4th September, 2010, the Canterbury region of New Zealand was rocked by a 7.1 magnitude earthquake. The result was extensive damage to Kaiapoi, Pines Beach and Kairaki in the Waimakariri District, and certain parts of nearby Christchurch. A quarter of Kaiapoi businesses were immediately impacted, and there was widespread damage to local infrastructure: 5,000 people lost water and sewer services. Almost 1,200 homes - a third of all housing stock in Kaiapoi and most homes in Pines Beach and Kairaki - were severely damaged and 1,048 were eventually 'red-zoned'.

In the early days of response activity Waimakariri District Council turned its mind to recovery, realising that these 'exceptional circumstances' called for a different approach from business as usual (BAU) practice.

An approach that distributed leadership was adopted involving a higher degree of devolved authority to trusted staff to make decisions in their specialist areas in the face of rapidly evolving circumstances.

This approach enhanced the agility and responsiveness of the recovery as senior staff appointed to recovery roles were trusted to use their experience and knowledge to develop and implement a responsive recovery framework.

We had no idea of the length of the journey ahead. We initially thought that we would be working in recovery for 'a few months' but by the time those few months were up it became obvious that this was going to be a complex programme of work with many agencies and organisations involved including Government (central, regional, local), insurance companies, private companies, the not for profit sector, community groups and organisations over a number of years.

It is important to note that the Social Recovery Manager's role lasted 3 years but the long tail of social recovery continues. Social Recovery efforts are in effect still in place 9 years later. For example You Me We Us – whose aim is to build community connectedness and resilience, CETAS subsidies, and ongoing mental health supports still play an important role in the district today.

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The stages of recovery as outlined below show the realistic time frames for a large disaster.

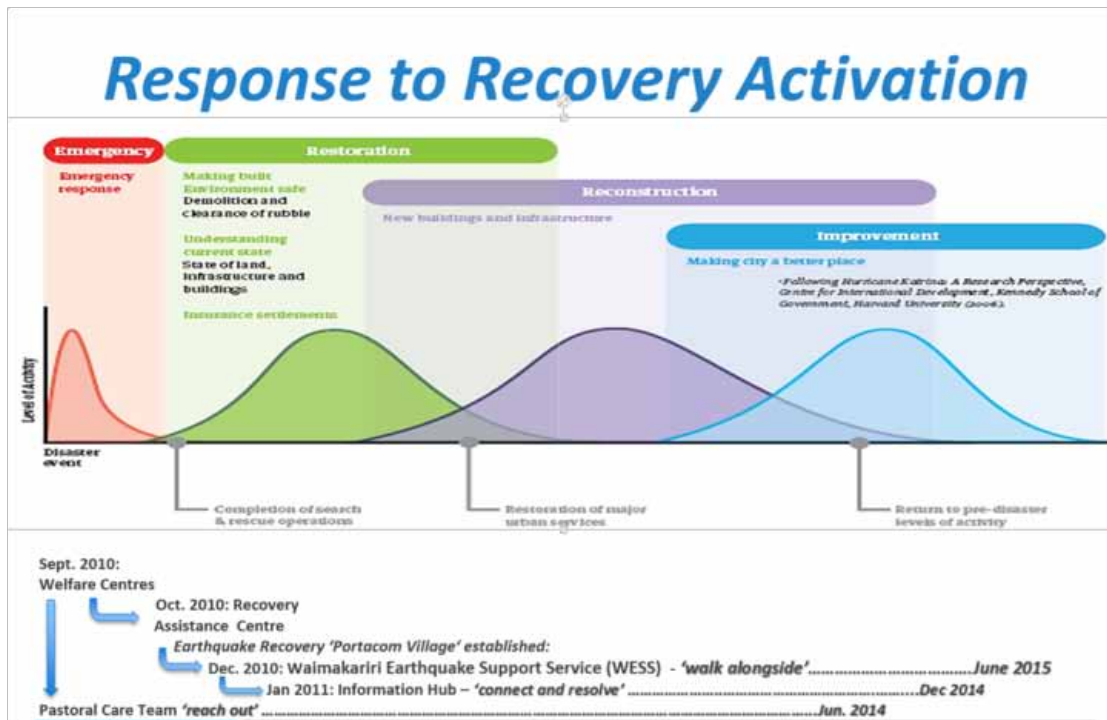


Figure 1: Response to Recovery activation

The Waimakariri District Council saw that it had a key role, particularly in co-ordinating and connecting the various recovery agencies, so that a clear plan could be developed enabling the impacted communities to recover as quickly as possible. The Council's long history of supporting and enabling community development activity meant that it immediately understood it had a role in community wellbeing as well as more traditional local government activity such as infrastructure.

In addition

Working with existing structures and networks was an important mechanism for collaboration with key agencies and groups e.g. the business as usual monthly hui with the local Rununga became an important means to integrate and support Maori aspirations for recovery into therecovery approach.

This was articulated by the Waimakariri District Council Chief Executive Jim Palmer in the first few days of the event, and set the tone for the recovery programme. He said:-

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

The diagram below, developed by Waimakariri Recovery Manager, Simon Markham, some years into the recovery, will be a useful starting point for Councils to determine the local recovery structure and resources needed.

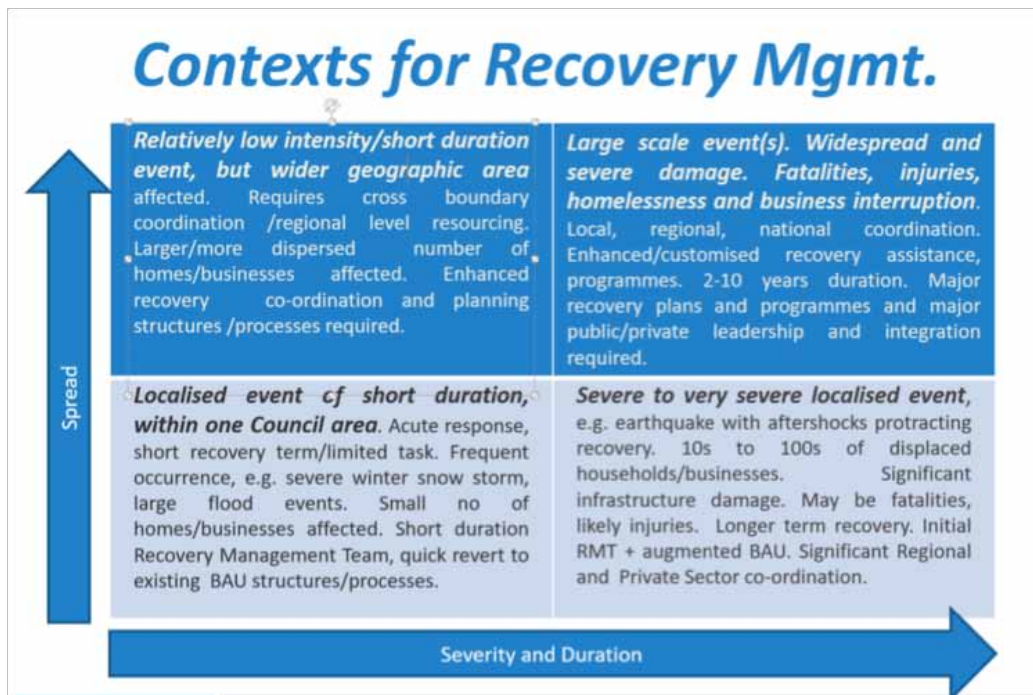


Figure 2: The Markham model – understanding Council's role in recovery

This diagram is useful for Councils to understand and is key to a successful local recovery programme so that the right level of resourcing can be put in place. The Waimakariri District Council assessed that the situation would be long in duration and widespread with severe damage. This required initial BAU suspension, liaison with national/regional recovery agencies and the private sector as well as the need to increase capacity and capability.

The Mayor and Councillors wholeheartedly supported this approach by quickly establishing an Earthquake Recovery Committee, of which they were all members, along with the Community Board Chair from the impacted communities.

Having a council that was focused, nimble and flexible and ale to make decisions quickly based on the most up to date information in a fast paced changing environment was a success factor of the recovery programme.

Recovery Manager Simon Markham established a recovery structure based on the MCDEM Recovery framework and 'leads' were appointed to each of the environments. Sandra James (previously Community Team Leader) was appointed as the Social Recovery Manager. Figure 3: below shows the initial recovery structure, lead and support agencies.

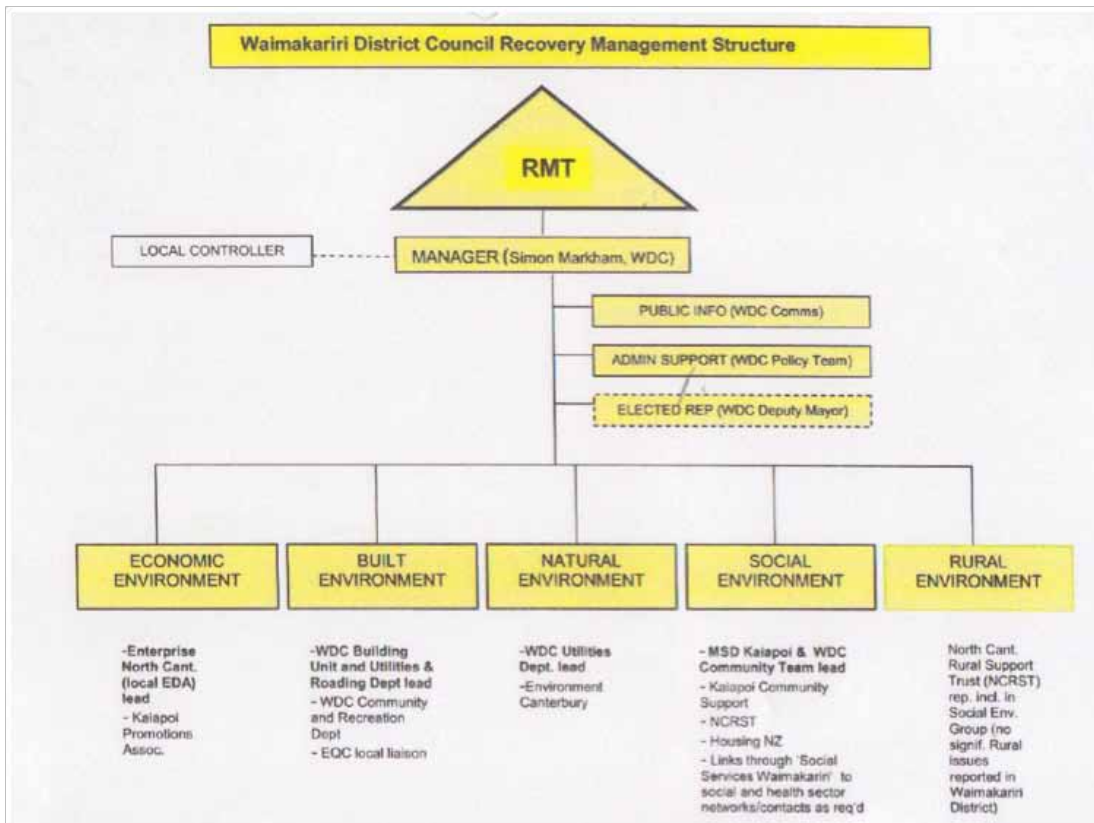


Figure 3: The WDC initial recovery structure September 2010 (week 1)

The Council's Recovery team assembled quickly and meet regularly to develop recovery plans, in addition they studied disaster recovery literature and developed the following principles that underpinned the Waimakariri District Council's Recovery programme:-

People First

- Recovery is first and foremost about communities and people and not just about physical/infrastructure damage
- The impacted community must understand the process so they can have confidence in the recovery
- Recovery is complex - we must be flexible and adaptable to meet a range of diverse needs in our community
- We must provide opportunities/spaces for people to get together to enable social/recreation events – social connection is important for the community
- Build a strong and connected recovery team and support them well

Local leadership and co-ordination is vital

- Taking the lead, developing a plan and being accountable
- Ensuring integration across the recovery streams – social, economic, built and environment
- Everyone understanding who has responsibility for what
- Advocating at the regional and national level for appropriate services/resources to help our communities recover better and quicker

Honest Community Conversations

- Keeping the community informed, committing to ‘when we know stuff we tell them – the good news and bad news’
- Committing to sharing rationale, decision making processes, reasoning, and simplifying technical information
- Providing answers to the community’s ongoing questions
- Committing to using a variety of engagement methods, suitable for the audience, that will give residents opportunities to be involved in the recovery of their community
- Ensuring we have a conflict resolution process that builds trust and belief

Working with what’s in the community

- Coordinating government and local social service provision so that people get access to what they need, when they need it –ensuring the best use of resources and avoiding duplication
- Working with, and employing as many locals as possible in the recovery programme
- Using a Community development(working with community strengths) approach – helping people to help themselves, getting people involved to look at opportunities for development – creating jobs, bringing people back to the area, and getting people involved in rebuilding their communities
- Look to where the local people can be employed in the recovery programme

Genuine Partnerships

- Proactively building sustainable partnerships and relationships with local, regional and national agencies and organisations including iwi
- Recognition of roles and responsibilities and working with existing expertise, knowledge and skills to get results
- Ensuring that everyone is aware of the Waimakariri Recovery Plan and can contribute to the Council’s integrated, coordinated approach

Speed vs Deliberation/ Familiar vs betterment

- Recognition that decisions will have a long term impact on the community
- Making good decisions that look for opportunities to build back better

WAIMAKARIRI STORY & CONTEXT

Simon Markham's recovery planning framework below shows the complexity of recovery and how every unit within Council plus external recovery agencies has a role to play, directly or indirectly. It is important to keep the many and varied linkages in mind when developing recovery frameworks.

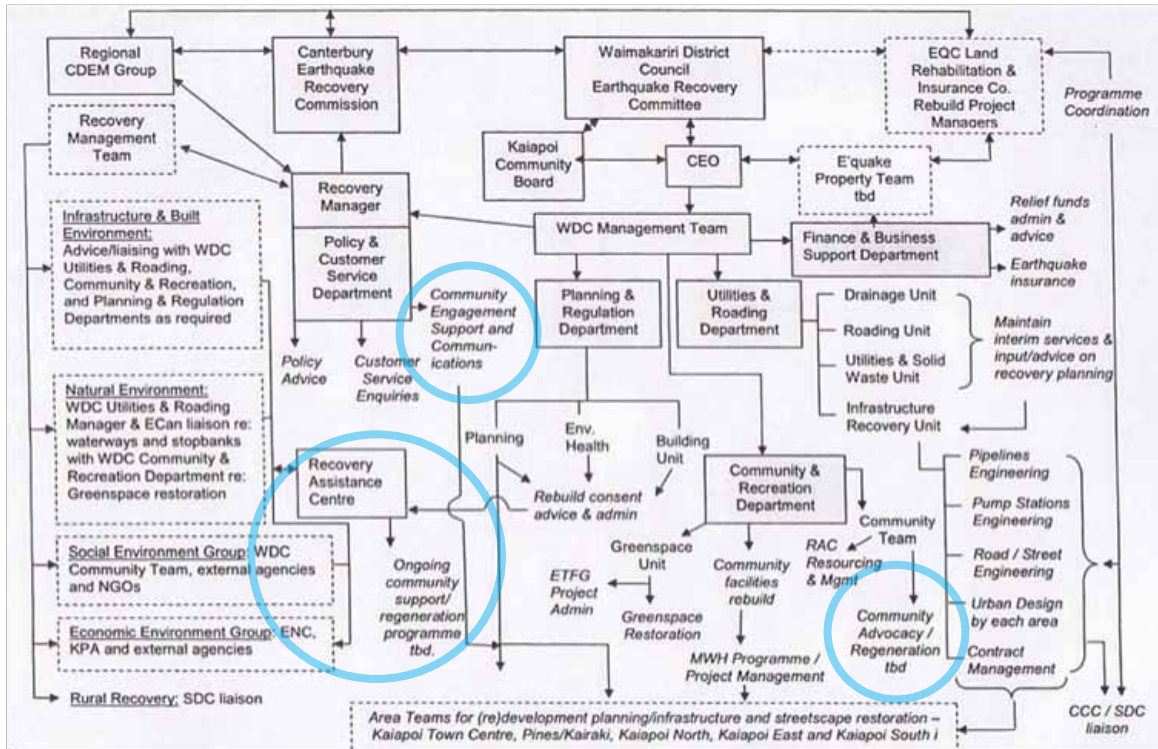


Figure 4: Waimakariri District Recovery Planning document

Key things to consider of the Waimakariri District Council Recovery programme have been identified as:-

- Putting 'people' and 'community wellbeing' at the centre of the recovery programme
- An integrated approach - social, infrastructure, cultural and economic recovery working collectively and thinking and planning holistically
- A commitment to ongoing relevant and timely communication and community engagement that builds trust and confidence with both the community and external partner agencies/organisations
- Leadership, co-ordination and collaboration
- Building capacity with local organisations and individuals and local people working side by side with official recovery agencies
- Working with government, and other recovery agencies and building effective relationships and networks



Blackwell's iconic department store in Kaiapoi after the 2010 earthquake. Rebuilt quickly to boost community morale.

The purpose of local government is to promote the social, economic, environmental and cultural well-being of communities and therefore they play a key role in providing local leadership and co-ordination for Social Recovery.

In addition the CDEM Act 2002 directs Local Government to work closely with nationally mandated agencies with designated responsibilities, and other national, regional and local agencies including iwi to ensure that their community's unique social recovery needs are understood and met.

Practically the following factors make local government (Territorial Local Authorities or TLAs) important and unique 'lead local recovery agents' including:

- residents' expectations;
- tLA's working knowledge of the area, including land and infrastructure information, maps, and so on;
- pre-existing relationships with communities, contractors, government agencies and NGOs;

- resources or 'social infrastructure', including community halls, reserves, and so on;
- their elected mandate and decision-making authority;
- access to discretionary funding;
- their pre-existing 'integrative' framework of needs assessment and service delivery that is able to be modified as required, rather than be developed 'on the fly'.

Local Government plays a vital role in developing a local Social Recovery plan for their city/district and would be best placed to put in place a Social Recovery Manager role to provide leadership and oversight and to act as a facilitator, enabler, connector and advocate.

2.1 Elected members role

In Council recovery is directed by the Mayor and Council and utilises Christchurch City Council's established business continuity arrangements to set policy and manage recovery.



Figure 5: Outline of Recovery decision making structure

Elected members will want to be seen to 'there for their community' and will most likely be actively working in communities from an early stage. Opportunities need to be taken early to link elected members to the social recovery programme.

Clarifying governance roles and responsibilities, alongside recovery management roles and ensuring good communication exchanges between recovery staff and elected members is vitally important.

2.2 Foster Trust between council and the community

Trust in Council will be critical to genuine community involvement. This will be influenced by how council is viewed before the event, immediately after the event and in every step toward recovery from that point on.

Because Council controls much of the public and regulatory space and oversees rules of access, many can regard Council as a barrier to 'getting on with it' – planning processes can appear bureaucratic and unnecessarily restrictive.

This can be exacerbated if there is a pattern of negative interaction that results in distrust or perceived unnecessary 'red tape' and bureaucracy. A negative general attitude toward all government agencies might ensue as some people do not differentiate between local, regional and national government and see the combined three levels simply as 'the government'.

Proactively fostering trust can ensure that available energy and resources are directed towards recovery rather than repairing damaged relationships with the community.

Trust in recovery decision makers has a major impact on the psychosocial health of individuals, so if you can build trust early on it will have positive outcomes for the overall recovery programme

2.3 Have an immediate staff presence in impacted communities

Get council representatives to impacted communities as soon as it is safe to do so – even if it is logistically very difficult and even if the officers can provide no material aid.

If access to the impacted communities is restricted due to public safety concerns by emergency services, request that one of the emergency services escort and/or transport council support staff to the area or to a site in close proximity.

Without a strong and immediate local Council presence, people can feel they went through the disaster on their own – 'without Council'. Consequently, people can feel that they can no longer take the supportive role of council for granted and any trust between council and the community can become strained and need to be re-established.

If council uses 'business as usual' planning and decision making processes; busies itself with procedural matters, regulatory restrictions and jurisdictional issues; is not seen out and about in the community; and does not inform the community about what is (and what is not) happening – people will quickly feel abandoned. This uncertainty can become anxiety and then anger – damaging previous trust and presenting a barrier to ongoing recovery.

Again, 'being there' with the community has a major influence on personal and community well being. Be there, be seen, listen and share information.

The value in being seen in the community' and building trust cannot be overstated and early contact is important in making the right start. This early contact can be very challenging for both the community and the council officers. It is important to consider what officers might expect to encounter and need to do in such circumstances; who would play these roles, what attributes they will need and ensure they are properly trained and prepared.

As Social Recovery Manager these Council activities should be encouraged:-

- the creation of an online presence through social media or websites, particularly for disasters where the impacted community is dispersed.
- the presence of council representatives at agency led community meetings as a way of 'being seen' and establishing the link very early on.
- the use of Council people deployed in the community to gather intelligence and connect with the community.
- the consideration of establishing a single point of contact for council departments directly involved in supporting communities to recover. For example, a single contact point for planning and building services. This will allow for the specialist training of staff and provide familiarity and consistency for the community.
- training for all front line staff - so that they are all well informed and have correct information. In addition they have knowledge about how to deal with people who have been affected by a disaster.

2.4 Be seen to solve problems – not create them

The old saying, 'you only get one chance to make a first impression' is certainly true in the aftermath of a disaster.

Trust is created where councils find solutions and unblock barriers – for example, managing to open a road in a restricted access area so that fruit pickers can harvest a crop means the farmer might prevent a total loss of a crop, is just as important, the message is clear that council is concerned for the community – not just the rules. The Waimakariri District Council pragmatically restored sewer infrastructure on privately owned property so that people could remain in their homes, even though this is not usual practice.

Another example in the Waimakariri was that the council developed a realistic policy around rates remissions e.g. if the house was uninhabitable people no longer had to pay the Improvements portion of their rates.

For commercial property owners a panel of inspectors was made available by Council, free of charge, to assist with safety assessments so that businesses could continue to function.

Acts of this kind quickly develops a picture of council 'knowing what they are doing' and 'doing the right things' and immediately builds confidence and trust. Be flexible in applying rules and regulations. Look for safe solutions that assist people to avoid losses, connect with others in the community and get on with their recovery.

Solve small but annoying community problems on early advice rather than waiting for them to escalate or for formal reporting.

KEY THINGS TO CONSIDER

EMBRACE COMMUNITY INITIATIVES

- Normally people do not wait to be told what to do – they take the initiative and just get on with what they see needs to be done. This is the reason the community already has so many community groups and networks operating.
- Post-disaster the community will become highly motivated, driven to act by immediate needs and have access to very high, adrenalin fuelled energy. They don't consider giving up and they may regard lack of action from council as insensitive, bureaucratic or incompetent.
- The emergence of new community groups focused on recovery is a common response to disaster and demonstrates the community's desire to restore their own wellbeing. Multiple groups can pull in different directions leading some impacted communities to become confused, disoriented, divided and conflicted and lose confidence.
- Council's role as a facilitator and mediator is particularly critical in galvanising, supporting and coordinating groups across the district/city.

2.5 Manage community expectations of Council

Inviting suggestions from the community about what they want to happen in the future can raise their expectations of action. Council does not want to limit the hopes and desires of the community but it is important to ensure that community expectations of council are realistic.

In the normal course of community consultation it is common for ideas to be canvassed to gauge community reaction with little impact on expectations. However, people who have just experienced a disaster are more likely to be in a state of mind where options will be interpreted as intentions. This can lead to disappointment, frustration and anger – with trust in council becoming seriously damaged.

Being open about council's limitations can reduce tensions but must be managed sensitively, so that communities can be supported to think broadly and creatively about their future.

Where possible provide written materials to reinforce and document the information being presented so that people can take it away to read, consider or share with others. Make sure such materials are written in plain English and easy to understand.

On occasions when council cannot pursue a community endorsed suggestion, explain council's rationale for not proceeding.

2.6 Transitioning from Response to Recovery

As the welfare services transfer to social recovery, it is essential to have a good and thorough Welfare transition report that captures:-

- a summary of the condition of the various aspects of the community and environment impacted by the emergency and their interrelationships, under the following headings:

- Social environment;
- Built environment;

- Economic environment; and
- Natural environment
- the welfare response action plan in place at the time of transition, noting actions that are incomplete
- the type and status of all assigned resources;
- action taken to finalise the calculation of emergency expenditure; and
- key relationships and contact details of key personnel

In addition a thorough briefing between the Welfare Manager and the Social Recovery Manager should cover:

- the actions currently being undertaken, and
- a forecast of expected outcomes and proposals for activities to be continued in the recovery phase.

Whilst the CDEM Welfare framework acts as a useful guide, local Social Recovery efforts need to be focused on developing and delivering a social recovery plan that meets the community's unique recovery needs. This may mean that there are different and/or 'grey' areas that sit outside the CDEM Welfare framework that do not necessarily sit with a responsible or support agency but may be best delivered by a local agency/organisation that knows and understands the community.

Recovery is a much more complex process than response phase activity and a 'one size fits all approach' cannot be adopted – recovery programmes, services and activities need to reflect the local community's demographic and cultural make-up and official recovery mandated roles and responsibilities need to work with pre-existing community structures and services to get the best long-term results for the impacted community.

Waimakariri Case Study:

The Waimakariri District Council was very 'community focused' during the response phase and committed to 'seeing this through' with the community. Mayor David Ayers and CEO Jim Palmer's leadership provided confidence and trust with the community and set the direction very clearly for the staff that this was not business as usual.

By day 2, and daily thereafter for 2 weeks staff were deployed to knock on doors and hand deliver the latest information updates. They were the 'eyes and ears' on the streets of the most impacted communities and were able to keep Council informed of the communities needs and concerns.

At the same time Council was organising its Recovery operation, under the leadership of Recovery Manager, Simon Markham and without hesitation allocated adequate recovery resources to successfully lead the local recovery. Staff sourced best practice recovery literature and identified the following key success factors, which Council were quick to acknowledge and adopt.

- that local leadership was paramount so that the recovery could be responsive and flexible to ongoing community needs
- recovery was complex, and that a holistic, co-ordinated approach to recovery was essential
- being based in the community, close to the impacted communities was beneficial
- that working with as many locals as possible to facilitate a community focused recovery would yield the best results
- there were many players that Council hadn't previously had relationships with (Insurance companies), so co-ordination and collaboration was critical
- having recovery agencies, including Council, accessible to the impacted communities would build trust, openness and transparency
- Working with regional and national recovery agencies was important to ensure the Waimakariri's distinct and unique community needs were understood and acted on

The Council formed an Earthquake Recovery Committee, of which all Councillors wanted to be involved, along with the Chair of the Community Board. This enabled timely and focused attention was given to the task ahead.

Senior Recovery staff met with the Council's Senior Leadership Team weekly to update on current issues and progress and to ensure that the business as usual arm of Council was linked into the Recovery work programme.

Local Government plays a vital role in understanding its community's strengths, capabilities, limitations and vulnerabilities as well as having existing relationships with agencies/ organisations working in their city/district. Local knowledge and understanding is critical to a quicker and better recovery and Local Government plays a critical role in leadership and co-ordination of Social Recovery at the local level.

In the first few weeks after the event the Waimakariri District Council, their partners and representatives from the impacted community developed a model that used the same principles as the CDEM model, identifying community recovery needs and a lead agency, (as well as support agencies) so that there was co-ordination and collaboration between agencies.

Tasks for each work stream were clearly defined so there was a good understanding of areas of responsibility.

Some of the sub-functions were those that are identified in the CDEM National Plan (and therefore led by mandated agencies) and others were not and were led by known and trusted community organisations. The very first draft of the plan was handwritten and evolved to the model shown below in Figure 6, over the next few months. This model allowed the social recovery programme to focus on our community needs, identify the most appropriate agencies to be involved and to coordinate activity so that the best use of resources was made and most importantly delivered the servicesthe community needed. in the most relevant way.

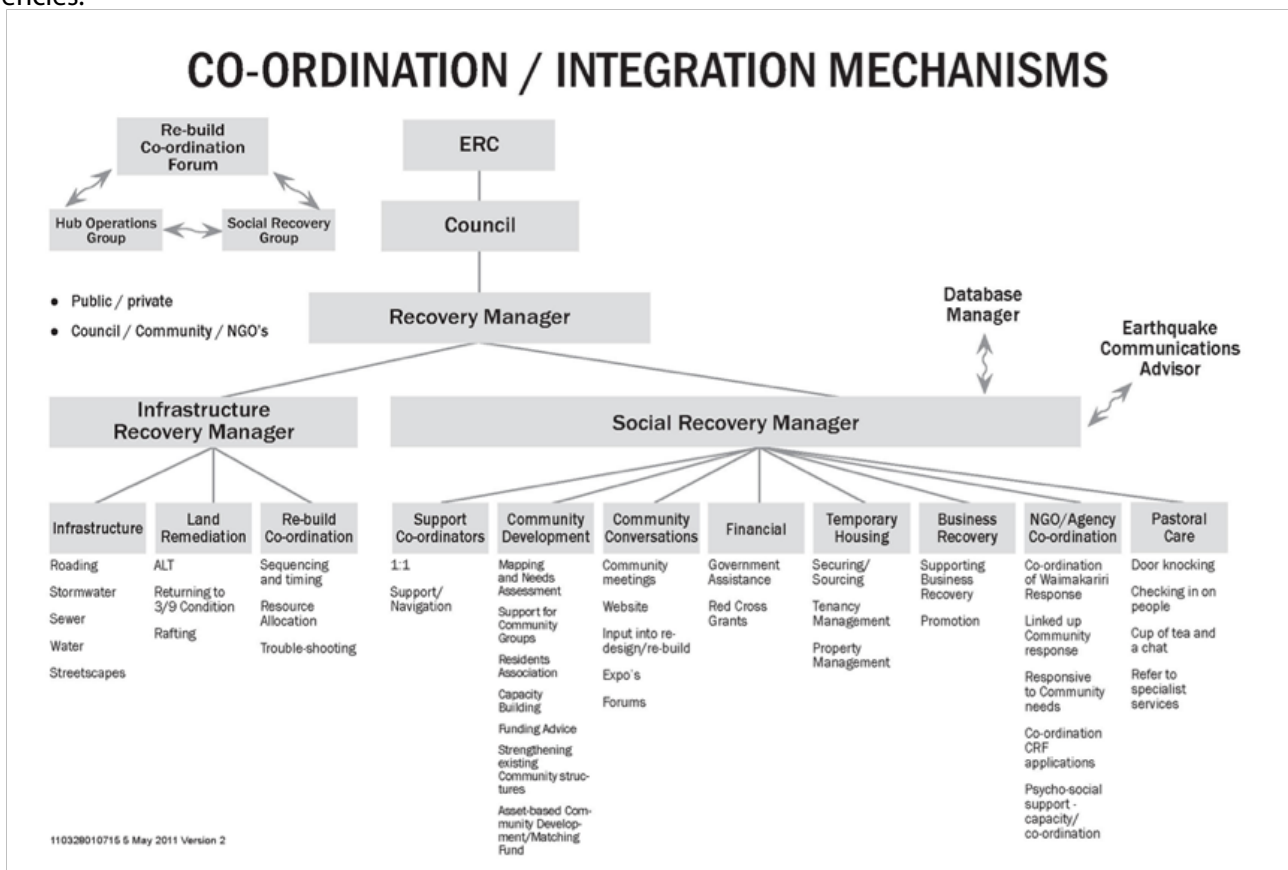


Figure 6: Waimakariri Social Recovery Programme and linkages

3.1 Local Social Recovery Plan

Co-ordination and collaboration are key to an efficient and timely social recovery programme, and having good existing relationships and partnerships with an understanding of business as usual (BAU) roles is critical.

Developing a local social recovery plan is vital to ensure that all partners understand what the key areas of the Social Recovery programme are, who will lead various work streams how Social Recovery services, programmes and activities fit with business as usual activity and to ensure reporting and accountability.

Local Government should take responsibility for developing the local Social Recovery Plan and ensure that it is developed in partnership with the community as well as lead and support agencies to make sure the services are relevant for the community's recovery needs.

A Social Recovery Plan template is included in Appendix 1.

PIC

4.1 Introduction

The role of Social Recovery is to identify needs and co-ordinate efforts and processes to influence the immediate, medium and long-term holistic regeneration of a community following a disaster. In addition it is important to make sure that the recovery is inclusive and empowering for all e.g. Maori, Pacific, Migrant, Deaf communities

4.3 How people are impacted by a disaster

The impacts of a disaster can affect people's lives in many ways including:

- Physical harm to themselves or close ones
- Damage to their property or homes
- The loss of things they value – be they tangible or intangible
- Disruption of routines, relationships and familiar patterns of daily life
- Financial hardship
- Psychological trauma, grief and stress
- Impacts on short and long term health and quality of life

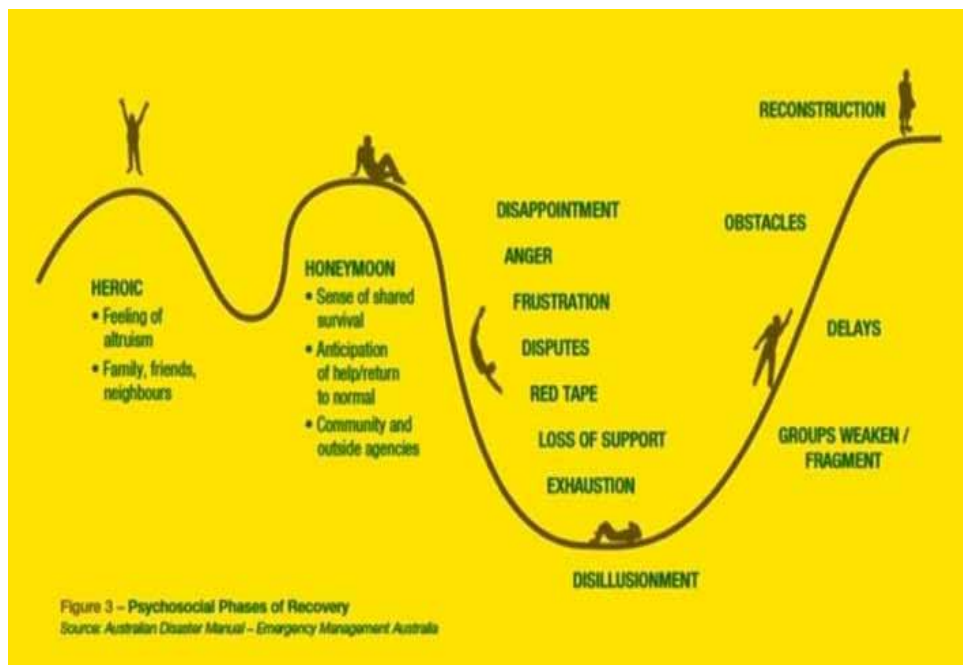


Figure 7: Psychosocial Phases of Recovery

4.2 Phases of Recovery

People will experience high and low emotional states throughout the recovery process. Fluctuating moods, energy and ability to take control of their circumstances influence their understanding of the recovery tasks and their capacity to plan and undertake what is required.

Morale and energy rise as they start to resume a self-reliant and independent life and dip as anxiety and stress are retriggered by practical setbacks and lingering grief. Figure 2 below illustrates how this might look over the course of recovery for a single person.

These factors can impact on personal, community and societal relationships and in addition health, wellbeing and normal life can be disrupted.

3.4 Social Recovery services

The National CDEM Plan 2015 outlines the CDEM approach to supporting communities before, during and after an emergency event. It lists the agencies with responsibility for welfare/social recovery sub-function coordination. Much like the Council's overall role these agencies should not solely focus on their own activity, but on their leadership responsibilities and coordination.

Coordination is defined as ‘the organisation of the different elements of a complex activity so as to enable them to work together effectively’.

The lead agency roles transition from welfare to social recovery and their responsibilities are to:

(i) Work with relevant support agencies to ensure that community needs are being met and that services and information (for both operational and public information purposes) are integrated; and

(ii) Collaborate with other agencies that are responsible for other welfare/social recovery service sub-functions to ensure that services and information are co-ordinated, integrated, and aligned to meet community needs; and

(iii) Report on the co-ordination and performance of the welfare/social recovery sub-function for which they are responsible

Recovery service	Lead agency – national level	Lead agency – national level	Lead agency – local level	Lead and support agencies listed below
Registration	MCDEM	CDEM Group	TLA	
Needs Assessment	MCDEM	CDEM Group	TLA	Ministry of Foreign Affairs and Trade, Ministry of Health, District Health Boards (DHB's), St John, Ministry for Primary Industries, Ministry of Social Development, Police, The Office for Disability Issues, Te Puni Kokiri, New Zealand Red Cross, Salvation Army, Victim Support, Ministry of Pacific Island Affairs, Office of Ethnic Communities
Inquiry	New Zealand Police	New Zealand Police	New Zealand Police	MCDEM, CDEM Group, Local Authority, Ministry of Education, Ministry of Foreign Affairs and Trade, Ministry of Health, District Health Boards (DHBs), Primary care, Ambulance services, New Zealand Red Cross
Care and protection services for children and young peop	Oranga Tamariki	Oranga Tamariki	Oranga Tamariki	Ministry of Education, Police, New Zealand Red Cross, Te Puni Kokiri

¹ reference

¹ Reference

Psychosocial Support	Ministry of Health	District Health Board	District Health Board	PHO's, Ministry of Education, Ministry for Primary Industries, Ministry of Social Development, Te Puni Kokiri, New Zealand Red Cross, The Salvation Army, Victim Support, Community based organisations and networks, Agencies and organisations that provide employee assistance programmes, Public Health Units, Pharmacies
Household Goods and Services	MCDEM	CDEM Group	TLA	Ministry of Health, DHBs, PHUs, Ministry of Social Development, Ministry for Primary Industries, New Zealand Defence Force, New Zealand Food and Grocery Council, New Zealand Red Cross, Salvation Army, Local community organisations, Local businesses,
Shelter and accommodation	MBIE	MBIE	MBIE TLA	ACC, Earthquake Commission, Inland Revenue, Insurance Council of New Zealand, Ministry of Business, innovation and Employment, Ministry for Primary Industries, New Zealand Red Cross, Salvation Army, Community based organisations, and networks, Local Authorities, industry organisations, business groups, banks and financial organisations
Animal Welfare	MPI	MPI	MPI	Federated Farmers of New Zealand, NZ Companion Animal Council NZ Veterinary Association, RSPCA, Territorial Authorities, World Animal Protection, MPI, Medical officers of health and health protection officers

Figure 8 Lead and Support Agencies in Welfare/Social Recovery

There are a number of officially designated support agencies who are likely to play a major role in social recovery on the ground in communities. In addition there will be business as usual community services and new, emerging community organisations that will want to support their community in recovery.

Best recovery efforts recognise the valuable roles that all players have to play and focus their efforts on leadership and coordination to ensure that the communities post disaster needs are being met in the most relevant and timely way.

4.5 Roles of Regional and National CDEM Agencies

4.5.1 National level responsibilities

The Ministry of Civil Defence and Emergency Management (MCDEM) is the agency responsible at the national level for the coordination of welfare service/social recovery service sub-functions, and it appoints a National Welfare Manager to fulfil this function.

MCDEM is responsible for providing reduction and readiness advice and support regarding welfare/social recovery to:

- CDEM Groups
- national welfare services agencies, and
- other national stakeholders

National level support for the Welfare/Social Recovery function is activated where an emergency that requires national coordination and support occurs, for example;

- When more than one CDEM Group area (region) is impacted by an emergency, or
- The complexity of the emergency warrants national welfare coordination and support.

National support and coordination of CDEM Group Welfare/Social Recovery functions is carried out via the National Crisis Management Centre (NCCM) during response, and the National Recovery Office during recovery.

4.5.2 CDEM Group level responsibilities

CDEM Groups are responsible at the CDEM Group level for the coordination and delivery of welfare/social recovery services, as stated in the National CDEM Plan 2015.

Each CDEM Group is responsible for ensuring that welfare/social recovery services are planned for, coordinated, and delivered effectively to people impacted by emergencies in its area.

To achieve this, the Coordinating Executive Group (CEG) appoints a Group Welfare Manager (and alternates), who leads welfare/social recovery readiness advice and support, including planning and relationship building with welfare services agencies.

In response and recovery, the CDEM Group supports and coordinates local welfare/social recovery service delivery when:

- The emergency affects more than one local authority or emergency operating area, or
- The scale or severity of the emergency exceeds the resources or capability of local level CDEM.

During response, the CDEM Group Welfare Manager is responsible to the Group Controller.

During recovery, the CDEM Group Welfare Manager will work closely with the CDEM Group Recovery Manager, and report regularly to the CEG and the National Welfare/Social Recovery Manager.

(For more detailed information on National and Regional roles and responsibilities see the Welfare Services in an Emergency – Director’s Guideline for CDEM Groups and agencies with responsibilities for welfare services in an emergency [DGL 11/15].

4.6 Business as usual (BAU) vs Recovery

A thorough understanding of the post disaster needs of the community is required to plan for the services/programmes that will facilitate an effective recovery.

Recovery from a disaster requires the right social support and services at the right time. Many business as usual services in the community, including those that are delivered by lead and support agencies can support effective recovery e.g. food banks, financial support etc, however it is likely that additional, targeted services will be needed.

While it is tempting to get back to BAU as soon as possible, those making decisions must decide if there are additional services needed, that vary from BAU services, taking into account the impact on the community post disaster. It is important that adequate resources are allocated for recovery roles, for example, does a staff member need to be seconded from their usual roles to lead Social Recovery?

Key things to consider

- The role of Local Government is important – leadership and co-ordination are key
- Appointment of Local Social Recovery Manager during the response phase is vital, so they can plan for recovery
- Understanding the phases of Recovery and how people and communities may be impacted is critical
- Transition from Response to Recovery
 - Ensuring key outstanding welfare issues are understood and integrated into Recovery planning
 - A comprehensive directory of key relationships and contacts for work underway is essential
- Develop a Social Recovery Plan – in conjunction with the impacted community, responsible and support agencies and social service and community agencies – identify community recovery needs, lead agencies, and tasks
- Recovery is not BAU – but integrate social recovery needs into community BAU services/programmes where possible
- Seek support and guidance from National and CDEM Group level Social Recovery teams

5.0 Community Focused Recovery
International and national recovery principles highlight the importance of recovery being led by the community. While this is a great aspiration our experience was that Council leadership was highly valued in the Waimakariri recovery because it was very clear who was in charge. The Council worked hard to put the community at the centre of the recovery programme by supporting and encouraging local leadership, initiatives and resilience. A robust communication strategy was key to ensuring two way information exchange between council and the community.

Successful community-focused recovery is responsive and flexible, engaging communities and empowering them to move forward.

Community-focused recovery should:

- Centre on the community, to enable those impacted by a disaster to actively participate in their own recovery;
- Allow individuals, families and communities to manage their own recovery and provide the right support for those who can't;
- Consider the values, culture and priorities of all impacted communities;
- Use and develop community knowledge, leadership and resilience;
- Recognise that communities might choose different paths to the recovery;
- Ensure that the specific and changing needs of impacted communities are met with flexible and adaptable policies, plans and services; and
- Build strong partnerships between communities and those involved in the recovery process

5.1 Support community-focused decision making structures – hearing the community's voice

Ensuring the impacted community's voice is heard is vitally important for community-focused recovery. This usually take the form of Residents Associations or community recovery committees which might:

- use or build on existing structures or organisations – for example a Residents Association might shift its focus to recovery or a community development or community resilience committee might take on the role; or

- be purpose-built – establishing a dedicated recovery committee from impacted community members and relevant community organisations and agencies.

The structure and membership of community recovery committees will, in part, depend on the nature and impact of the disaster.

The key aim of a community recovery focused committee is to provide a mechanism where decisions about recovery activities can be made in a timely and informed manner.

Its role should include:

- representing the needs of the community
- providing legitimate and recognised leadership
- acting as a community advocate
- communicating and listening to the community
- informing and engaging the community on recovery
- providing a strong communication channel between the community and council, and other organisations and government agencies involved in the recovery.

5.2 Support effective committees

Unsurprisingly, the aftermath of a disaster can lead to hugely increased interest from the community in decisions that affect them. This brings with it the risk that vocal individuals with their own specific agendas will push themselves forward to join or run community recovery committees or other key groups in the recovery.

In the interests of long-term recovery. It is preferable that community recovery committees represent the broad views and aspirations of the entire

community. It is critical therefore that people who are involved in community recovery committees are chosen carefully and that the community decides on the process of appointment to the committee.

Some communities will be comfortable with a committee that simply evolves from interested people or known community leaders; others will need a more formal process.

Key things to consider

Councils can assist communities to establish a balanced and effective community recovery committee by encouraging and aiding inaugural groups to use processes more likely to lead to representative committees. This might include:

- convening an initial interest meeting; inviting all relevant community organisations and interest groups; and supporting them to determine the pathway they wish to take
- suggesting models that include representatives from different geographical locations, different population groups (such as young people or culturally diverse groups) and different interest groups (such as local business owners, sports clubs, farmers or heritage groups)
- suggesting an independent chair for example, an ex-mayor, former local Member of Parliament or similar
- providing assistance with drafting a constitution or terms of reference and advising on committee election processes.

Community recovery committee members will need to be locally credible, with communication skills, commitment and the time to give to the task. The likely duration of recovery will influence who might be able to be involved.

Likely candidates might be found among existing leaders such as sporting club, service club or community organisation office bearers; religious leaders; business leaders or other positions of responsibility such as a school principal. They might also be found among those who do not have pre-existing community roles but who are experienced and capable managers or administrators, who emerge following the event.

Often such people ask useful questions or contribute positive ideas at community meetings and other events. They might be happy to be approached to take an active formal role in the recovery.

It will also be useful to consider how a community recovery committee will interact with council decision making structures, in particular the Recovery Management structure.

Community Development staff should support these groups to be active and work with them closely to ensure they meet their goals.

Key things to consider

Encourage people with the credibility, skills and commitment to join their community recovery committee.

Encourage wide representation so that a range of interest groups, iwi and other population groups are represented on the community recovery committee.

Provide support to get the committee working smoothly so that they can focus on the main tasks – not administration. For example, provide a facilitator, a minute or note taker and provide assistance, such as chairing initial meetings, providing meeting venues, photocopying and printing, coordinating invitations and mail outs.

Waimakariri Case Study – Residents Associations important role

Residents Associations played an important role in the Waimakariri Recovery. The Pines Beach/Kairaki Residents Association was over 100 years old and well established within the community. The Kaiapoi Residents Association was established post-earthquake and no longer exists. Both very different groups, who had similar aims – to unite their community's voice, and work with the recovery agencies to ensure their communities needs and issues were heard.

The Kaiapoi Residents Association was a good example of a leader stepping up to advocate for his community. The regular meetings were an opportunity for residents to share their experiences and support one another and to feel that they weren't alone in their recovery. Local MPs and Council staff and elected members were in attendance at all meetings so that there was relevant and up to date information being shared and resident's issues and concerns were being heard and addressed. The meetings were important for the resilience and wellbeing of the impacted residents. The Pines Beach/Kairaki Residents Association set up a earthquake focused committee which was led by one of the impacted residents. This played a vital role in ensuring this community's unique needs were heard and understood.

Council and CERA representatives met with all Residents Association representatives every two weeks initially to share information and provide updates and also to hear issues and concerns from residents. Other agencies/groups would be brought in as necessary (e.g. Insurance). These meetings continued for 2 ½ years and they worked extremely well as a vehicle for exchanging information and issues and communicating next steps. Good working relationships developed and trust was built.

PIC

5.3 Build on the Community's networks

The community will already have a wide variety of networks that connect people to others in the community. These formal and informal networks include shared activities, such as hobbies, sport, business connections and charity work. Many of the organisations and people from these networks already have goodwill with other members and are also likely to have the skills, motivation and relationships to aid the recovery process. If they are elected or executive members of existing organisations they might already be recognised as having authority to represent sections of the community.

Such networks provide existing avenues to the community that are more targeted and interest based, for example, canvassing the views of young rural people about a recovery issues might get more buy in through the Young Farmers Club or Youth Drop-in centre rather than a general public notice or survey. Similarly the Art Society might be a more targeted avenue to consult on recovery arts projects.

In addition to these community based networks there are a range of national, regional and non-government agencies that provide services or infrastructure within the community. Many will be active in the recovery process such as the Ministry of Social Development, local DHB, Salvation Army, NZ Red Cross, Churches etc. and some will have roles prescribed by legislation or associated plans.

Councils can draw widely on the formal and informal networks and agencies that operate in communities. These will have been identified in the process of considering potential partners in recovery. Understanding and developing this potential before a disaster event will be beneficial.

Waimakariri Case Study – Understanding the changing community and its capacity to respond

The Waimakariri District Council commissioned a report to collect data from social service agencies working in the Waimakariri District post September 2011. The aim of the mapping project was to identify the key current and anticipated social needs in Waimakariri and develop a guiding document for the local social service response moving forward into recovery. The study found:-

- Mental health particularly with regard to increased level of stress and anxiety, across all age groups was the key impact of the earthquake
- Social isolation especially for older people and those displaced was a primary concern for what was traditionally a tight knit community
- Schooling placed a significant strain on parents, students, teachers through the need to catch up on study and exams in what had been almost a year of disrupted schooling
- Domestic violence and abuse increased across all sectors of the community and was a particular concern

Recommendations from the study:-

- The importance of Social Service Waimakariri of bringing organisations together
- The need for increased Social work support
- The need to focus on community facilities for men since the social displacement of the things like the league club and the bowling club
- Resources be put into developing community events and community spaces
- Consideration should be given to the further development of further support to parents and teachers in the Waimakariri, possibly in the form of speakers or a course
- Further resources are needed for preventative mechanisms in domestic violence especially education and training
- No agency has identified as working with migrants and refugees so this needs to be addressed.

The Social Service Mapping Questionnaire is included in Appendix 2

¹⁰ Social Service Waimakariri – a collaborative of social service agencies working in the Waimakariri District who focused on key goals for the district

Each Council is required under the CDEM Act 2002 to:-

- ensure they can continue to function, albeit potentially at a reduced level, during and after an emergency, and
- plan and provide for civil defence emergency management within their district.

While undertaking recovery readiness activity before a disaster is a task for every council, the detail and scale might vary considerably. This will depend on geographical location, population size and distribution, available resources and disaster risks.

Effective social recovery work is based on partnerships and community-focused decision making. To do this successfully, recovery action has to be thought about, planned for and as much as possible practiced before a disaster.

Starting to think about recovery after the disaster event is too late. All levels (national, CDEM Group, and local) require well developed relationships and a clear understanding of social recovery roles and responsibilities. Social recovery agencies should plan, resource, train and exercise for social recovery from known hazards in their communities.

Recovery readiness involves developing operational systems and capabilities before an emergency happens, including making local arrangements in the following areas.

- Clarifying social recovery governance arrangements
- Relationship management with key stakeholders to understand social recovery roles and responsibilities
- Social Recovery planning
- Social recovery capability development (including training and exercising)
- Understanding of local social recovery delivery capability and capacity,

- Information collection, management and sharing, and
- Development of a monitoring and evaluation framework

At the community level, communities should be encouraged to

- Understand their hazards and risk; and
- Develop community plans that enable self-sufficiency

Understanding communities is critical to recovery planning and every community is unique. Building an understanding of a community involves considering:

- The social profile of a community may include the age, ethnicity, mobility, health, and socio-economic background of its citizens. Changes that take place over time (Such as cultural and linguistic diversification) must also be considered.

Many Councils will have this data, based on census and other surveys, readily available.

- The welfare capability and capacity of local people and community groups, organisations and networks and the wealth of skills, experience, and resources that they can use during a recovery.
- Community dynamics (how communities work) including local leadership, community strengths, and vulnerabilities that may impact the community's capability to respond in an emergency.

Council plays an important facilitation role before a disaster nurturing connections between community organisations and with government agencies. Some of these might be through formal channels such as meetings and projects. Other connections might be less formal.

The greater the council's understanding of its community before a disaster, the easier it will be to implement an effective social recovery plan.

Waimakariri Case Study – Collaboration - Understanding our community

Social Service Waimakariri had been in place in the community for several years prior to the disaster. This unique collaboration brought together key social service providers, Council and Central Government agencies to plan and focus on key issues throughout the district.

In addition a wider network of grass roots agencies and groups also met to discuss and plan for district wide priorities. There were also annual community planning days to which every organisation and group was invited to identify gaps and the changing needs in the community, as well as to identify collaborative solutions.

Through these meetings and forums there was a good understanding of the community pre disaster in addition these existing networks were invaluable as there were strong and trusted relationships existing within this group which facilitated collaboration post disaster.

See the Social Service Waimakariri website. <http://www.sswaimakariri.co.nz/>

Key things to consider

- Develop strong relationships with key national, regional and local organisations/agencies and foster understanding of BAU roles and responsibilities
- Plan, train and exercise for Social Recovery
- Build community capacity by supporting and creating opportunities that build trust and reciprocity
- Consider how information will be collected and managed
- Work with communities to raise awareness of potential disasters and plan for recovery

pic or cartoon

Good communication and authentic community engagement are fundamental to the overall recovery of a community where every bit of information is vital to help people make sense of their altered lives.

The importance of effective engagement and communication cannot be overstated.

While most councils are not new to communication and community engagement, the impacts on a community following a disaster mean that these services must adapt to the new and challenging circumstances. Research shows us that the two-way process of effective communication is even more important in recovery from disaster than at any other time.

In the first weeks and months sharing information about the status of short term recovery activities is very important. As time goes on, involvement and genuine collaboration ensures that the communities can be involved in making decisions about the longer term recovery of their community.

It is important to recognise that conflicting information or no information quickly leads to speculation, rumour and distrust. In the aftermath of a disaster community communication sharing and interaction is at its peak with people readily discussing all manner of observations from the disaster and what is occurring thereafter.

Good communication and community engagement

“The most powerful form of public relations is word of mouth”

EQ Recovery Communications Manager

can restore the sense of being ‘back in control’ for communities that can often feel powerless after experiencing major losses and trauma. This is important to the healing process for individuals and the community as a whole.

7.1 Communication

The following are seen as effective cornerstones for recovery communications:-

- Be open and honest even if its bad news
- De jargon the information
- Keep your Comms strategy brief – you don’t want it to get bogged down by policy
- This will not be a BAU approach to communications – communications needs to be agile, transparent, accessible to meet the communities needs
- Have a genuine interest and empathy for the situation
- Deliver the right message to the right people at the right time – you can’t take a one size approach – know your audience and nuance messaging appropriately
- Being in and with the community is important so that messaging is relevant and timely
- Respond to community ‘myths’ as this is new territory that will have ongoing misunderstandings
- Work with other parts of the organisation (who may not be working directly in Recovery) to think outside the square
- Be prepared to take criticism and act on it
- Work with the community – they will become your authentic ambassadors (champions)
- Align with other recovery agencies so there is coordination of messages
- Unearth community stories to accentuate the positive, to build hope – constant negative stories can be fatiguing and overwhelming
- When the information is sensitive to the needs of the audience, people start to believe council understands their needs
- Providing full and frank information on the options people can choose delivers better decision making.

Regular meetings with residents associations provided positive interaction and information, while the pastoral care team was an important means of gathering the knowledge of people's needs. They also assisted in imparting the knowledge that the rest of the community and the Council knew and cared about their situation.

Key things to consider

Make sure information and messages are coordinated with key partners to ensure consistency.

Address misinformation and negative rumours and move quickly to ensure correct information is made available.

Adopt the following useful guide to use messages that say:-

- This is what we know
- This is what we don't know
- This is what we are going to do
- This is what we want you to do

Be prepared to repeat key information

Waimakariri Case Study – Communication

Waimakariri took a very proactive, considered, transparent and honest approach to community engagement and communications. Every channel was effectively and frequently utilised to ensure the community knew what was happening on their behalf and also understanding the reasons why. A comprehensive and intensive communications strategy included the following methods:-

- Direct face to face delivery of newsletters to quake impacted people by Council staff and volunteers meaning there was always someone from the Council to talk to
- Publications of special issues of the local newspaper paid for by the Council
- A regular and updated version of a Questions and Answers publication which addressed every imaginable question and supplied an answer each time
- Specially branded email, on-line and hardcopy Newsletters making sure that was little or no timing gap in information flows
- Regular workshops, meetings and expos - people's need to congregate and share experiences was important, so regular community meetings were facilitated
- New Web-page developed
- Centre-fold spreads in local newspapers
- Noticeboards in impacted communities
- Workshops, meeting and expos
- Regular meetings with Residents Associations



7.2 Community Engagement

Community engagement is concerned with involving individuals, families, businesses, interest groups and other stakeholders directly in decisions that affect them. This will include decisions across the social, built, economic, environment and cultural environments.

Effective two-way community engagement is a two way exchange of information, views and aspirations. Community members should be active participants in informing or making decisions – not the unwilling recipients of well-intentioned decision-makers.

Some methods of community engagement might prove more effective than others in the post-disaster environment, particularly in the immediate aftermath or in engaging specific population or interest groups.

The method, the delivery, the setting and all aspects of the engagement process and the outcomes sought need to be consciously planned. Consideration also needs to be given to how the community can be involved in determining and implementing the engagement methods.

In practice the degree of influence of community engagement can vary from token efforts to genuine joint or delegated decision making. Most councils recognise the risks of non-involvement and will strive for meaningful participation in pursuit of various engagement goals.

This range of community engagement goals is described by the International Association for Public Participation Australasia (IAP2) in its Spectrum of Community Engagement . This framework uses five levels to illustrate the public participation goals and the promise to the community this implies. See Figure 8 below.

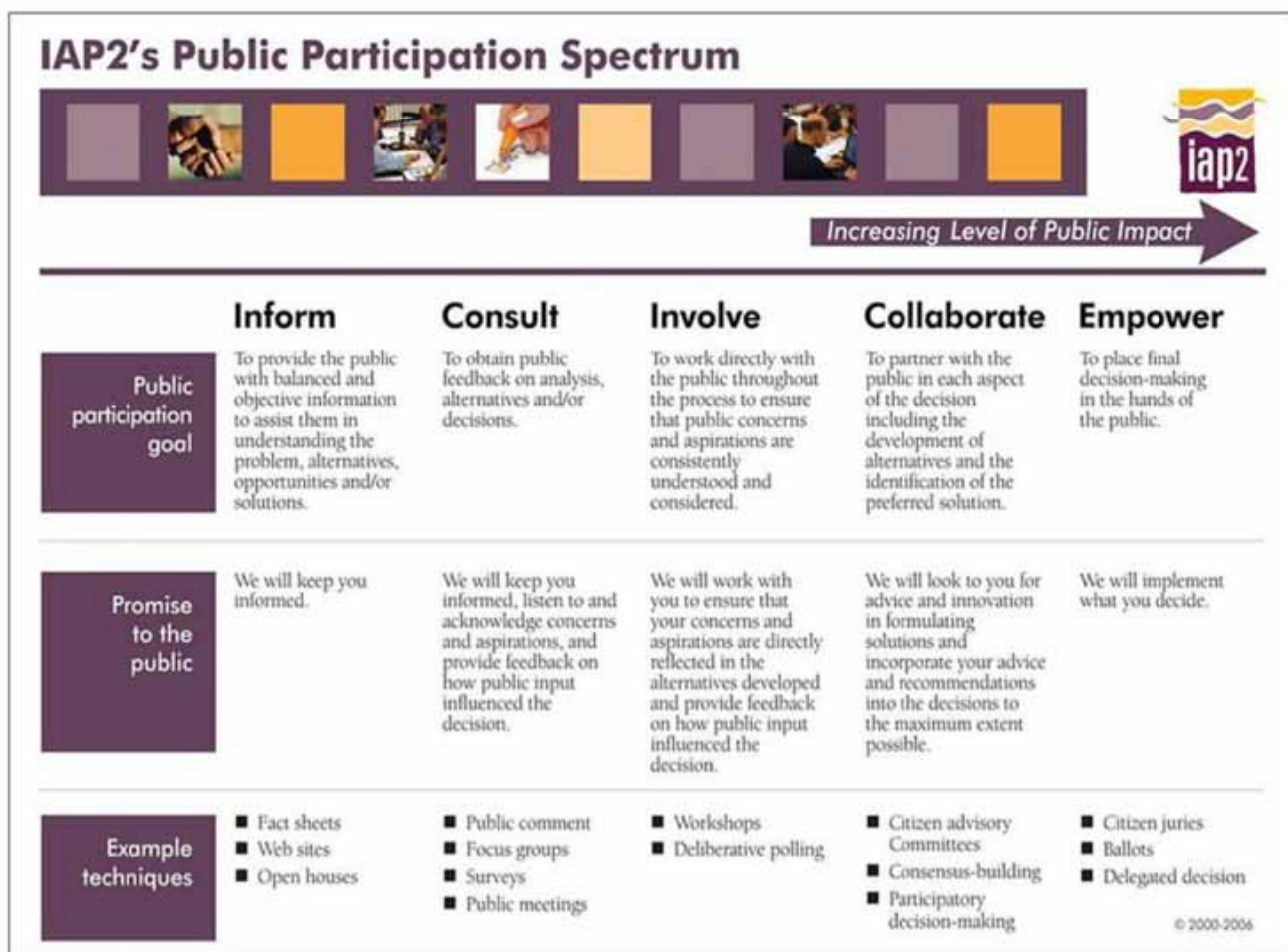


Figure 8: The IAP2 Spectrum of participation (www.IAP2.org)

7.2.1 Why is community engagement different following a disaster?

Community engagement is different following a disaster for several reasons. Foremost are the direct impacts of the disaster, which will affect people's capacity to participate, for example:

- Community members who have suffered loss and trauma might struggle with what they regard as bureaucratic processes
- Many will be using their energy in the functions for daily living, which have become more complex and time consuming
- Many will be under financial stress
- Some might be physically dislocated from the community, living in alternative accommodation or absent from the area for long periods
- Some might be isolated as a result of disability, age or culture, which might be exacerbated following the disaster
- Timeframes are often different with needs and priorities changing rapidly – in the early stages these might change daily.

Nonetheless, involving the community is a vital part of minimising disaster related trauma.

“Because trauma emanates from profound powerless, interventions should emphasise empowerment, meaning they need to emphasise strengths, mobilise the community’s capabilities, and help the community to become self-sufficient” (Harvey, 1996)

This highlights a further difference. In a non-disaster environment, people can make choices about participating in consultation with little consequence to themselves. However, in a disaster recovery situation, including people impacted by the event in decision making processes can actually help to minimise isolation and restore individual and community wellbeing.

For council this means that simply providing a ‘business as usual’ opportunity to participate is insufficient – community engagement following a disaster must:

- Recognise the different state of mind of people impacted by the disaster
- Add tailored engagement techniques and approaches that might be different to those used in a ‘business as usual’ setting
- Use proactive participation strategies that reach out to affect individuals and communities
- Apply transparent consultation processes that maximise information exchange and clarify the basis for decision making
- Provide objective, fair and accessible processes that are not seen to show favour to certain individuals or groups over others
- Validate the views and input of interest groups with the broader community
- Continue to apply engagement principles throughout the planning, consultation and implementation of the recovery
- Be based on the capacity and needs of the impacted communities – rather than on the process and timeframe needs of council and other agencies

When applying the IAP2 framework, the more community engagement involves, collaborates with and empowers the community – the more the recovery is being focused on the community. This can be a quite different and challenging role for council but it will be well appreciated by a recovering community and lead to a better and quicker recovery.

Challenges for community engagement that can emerge following a disaster include:

- Individuals who do not necessarily represent the views of the community might seek disproportionate influence on decisions about recovery, putting themselves forward as community spokesperson, with the media or political leaders
- New groups can emerge claiming ownership of some aspects for the recovery with or without broader community support
- Different views that are largely dormant before a disaster can be brought to a head as groups blame each other for the disaster
- New divisions can emerge as people make judgements about what they think is fair for them and not fair for others
- Councils might feel less willing to tackle contentious issues in a highly emotive post-disaster environment.

Community engagement that is well managed and takes account of post-disaster conditions can:

- Reduce the powerlessness and isolation some people will feel
- Create goodwill and trust between the community and council – which can be hard to restore if its damaged
- Realise opportunities to fully grasp community challenges and discover potential solutions
- Minimise divisions in the community and support the spread for reliable information.

The following principles can be used to guide effective community engagement during disaster recovery:

1. Understand the community: its capacity, strengths and priorities
2. Recognise complexity
3. Partner with the community to support existing networks and resources

The stakes are very high when engaging the community during disaster recovery and considerable planning, monitoring and refinement of approach is required.

Work with other agencies to ensure that community engagement activities are coordinated as much as possible and that findings are shared. For example, put involving the community on the agenda of multi-agency meetings; seek input from the community and other agencies into the design of community engagement tools, such as surveys; and encourage communities to invite key agencies to attend community meetings or engagement activities.

7.2.2 Act on what you're hearing

At times it can seem to a community that their concerns, ideas and suggestions are not being heard or acted upon. This is sometimes because resources have not been secured or simply that the time between consultation and implementation can be considerable.

It is particularly important at a time where communities are stretched and their time is precious, that councils keep communities up to date about what has been pursued as result of earlier community input.

For example, if a community is consulted to make a choice between say a memorial or a community arts initiative, the outcome or preference determined

by the consultation needs to be reported and acted upon.

It is important to recognise that councils cannot take every idea on board. Nonetheless as the level of government closest to a community, councils are in a good position to gather community intelligence and feed it through to others, such as state or federal government agencies. Sometimes this might mean advocating directly with other councils or recovery agencies or through peak bodies, such as the Municipal Association of Victoria.

7.2.3 Engage the whole community

Communities are not homogenous groups and effective community engagement following a disaster will need to understand and manage this complexity.

Similarly, not all people will be interested in being engaged. It is important however, to ensure there are transparent and open opportunities for as many people as possible who want to be involved.

The experience of the disaster will have impacted people in quite different ways and how each deals with their loss will vary. People are therefore likely to be at various stages of recovery and might or might not grasp where others are at.

In addition to this, there are likely to be other factors that influence their expectations of community engagement or their capacity to contribute to it. For example, people impacted by mobility limitations such as older people or people with a disability might not be able to attend community meetings; others might have difficulty hearing; for others such as people from culturally and linguistically diverse communities, reading English might be difficult. Also remember that children also have a stake in the future of the community .

There will also be quite diverging views within a community, for example business interests and heritage interests might clash over streetscape renewal. Other divisions might be less predictable. For example, community division might arise where

'the insured' resent assistance to 'the uninsured' or where perceptions arise that the system has supported some families more than others – particularly if this appears disproportionate to need. During the early period this will be largely about immediate support such as assistance, appeals, repairs, and donated goods. Longer term disparity will emerge as the apparent pace of re-establishment and rebuilding is seen to vary across a community.

Effective community engagement has to ensure that there are opportunities for the many voices and opinions in the community to be heard and to do this in a way that brings the community together.

7.2.4 Give people time

Time is one of the most important resources for quality of life. Time is necessary to think at one's own pace, to make decisions and to reflect on experiences – and for some, it might take considerable time, even years, to fully recover. Impacted people will be dominated by their losses and overwhelmed by the effort of recovery. The pressure to respond to deadlines can create additional anxiety and stress that will exacerbate personal issues and inhibit recovery – if people 'are not ready'.

Council will be increasingly driven to manage its post-disaster services as efficiently as possible for example, gathering registrations and applications and to meet the many requirements of other parties for example funding deadlines.

People's personal priorities are likely to eclipse what they might regard as the administrative or 'petty' requirements of council or government. Some will simply be unable to respond to deadlines on time despite their best intentions.

Missing out on opportunities to have input into decisions affecting the community can cause some people to resent whatever decisions are made. This can have consequences down the track as some decisions are protested or need to be revisited. The experience for these people can add to a loss of faith in council and create a barrier to their recovery.

Council can easily be placed in a conflicted situation – where the community are saying 'you are going too fast' and government are wanting quick decisions about the funding, support and rebuilding assistance they are wanting to offer.

Council need good communication processes to manage the expectations of both the community and other levels of governments, particularly in fully grasping the needs of its communities and advocating these needs.

A key aspect of community recovery that needs to occur at a pace determined by the community, is making decisions about commemorations and memorials. Community involvement into all aspects of the planning and conduct of such events is critical.

7.2.5 Consider the whole community

Most community members are unused to government processes or accessing welfare support services and systems and will quietly do their best until they can no longer manage. They feel disinclined to make demands or create a fuss. Some people, such as isolated older people, people with disabilities or children, might be particularly vulnerable and despite being in immediate need of services and support might be difficult to engage.

A small minority will react loudly and critically. They might use the system – ringing government ministers, talking to media and seemingly gaining undue influence. They might promulgate unhelpful myths frightening and demoralising the community, for example, stories about service breakdowns or council incompetence.

As disasters can affect a large number of community members, councils need to ensure they retain a balanced view of community recovery needs and endeavour to consider the whole community in post-disaster activity.

7.2.6 Overcome engagement barriers

Sometimes it will be beneficial to engage the community as a whole; at other times better results might be achieved by segmenting the community and tailoring the engagement process to their circumstances.

For example, using different approaches for groups like young people, people who live in rural or isolated areas, small businesses, tourism and other businesses, seniors, tenants and home owners, and so on.

Sometimes these groups can be engaged as part of whole community engagement activities with some adjustment to ensure their specific views are heard, for example using small group work kiosks as part of a larger forum.

In other circumstances, there might be specific consultation activities for some of these groups, and the engagement process might be customised to match their lifestyle preferred communication styles. For example, engagement of young people might include text message surveys or an art or music event in a public space, while consultation of seniors might be combined with a meal at a senior citizens club or church.

Similarly, some of the targeted consultation might be geographically based. For example, residents impacted by earthquakes may be engaged on a street by street basis or neighbourhood basis to focus on localised needs and concerns.

Getting in touch with some people to invite them to join engagement activities or simply to gather their views can be difficult. It can sometimes mean mobilising existing service networks, such as issuing personal invitations or deploying simple surveys through Meals on Wheels or other home based services.

Following the 2010 Earthquake Waimakariri District Council developed and implemented a recovery communications plan that outlines key processes for council to follow to better inform staff and the broader community about issues arising from the emergency. This plan is included in Appendix 3.

7.2.7 Be prepared for the unexpected

The emotional state of people in the community will fluctuate during disaster recovery and it is not uncommon for setbacks to occur from time to time; even though on face value things might seem to be progressing well. Some triggers are reasonably predictable. For example, anxiety levels in a community impacted by ongoing aftershocks and predictions of the 'next big one' were publicised.

Similarly, the recovery progress of a community might be tested when:

- major milestones occur, such as anniversaries of the disaster
- an action of council or another recovery agency is perceived as insensitive
- other unrelated community traumas occur – for example, a road crash
- individuals in the community experience major health issues.

These setbacks will impact not only on people's willingness to be involved in community engagement but might also reignite the stresses that make well-reasoned and thoughtful decisions difficult to make.

7.2.8 Use effective engagement methods

There are a multitude of ways to engage the community. The most obvious of which is public meetings.

However, many other methods can be used to ensure that as many members of the community are informed and as many voices and opinions are heard as possible.

Council will already use community engagement methods. The more familiar council is in using these in a 'business as usual' context the more readily they can be adapted to the recovery context. There might be other methods that are rarely or never used and from a pre-disaster perspective becoming familiar with these through professional development and practice might prove useful.

As with all engagement methods the ones that are used will depend on the aim of community engagement. For example, some methods are more suited to providing information, generating ideas or agreeing priorities.

On the IAP2 spectrum of Inform – Consult – Involve – Collaborate – Empower, the expectation would be that community engagement would occur right along this spectrum, but with a leaning towards the Collaborate – Empower end. This is particular the case if community-focused recovery is going to be realised. Certainly the role of a community recovery committee is an empowered one.

The following table sets out the benefits and limitation of some key engagement methods:

METHOD	BENEFITS OR LIMITATIONS
Public meetings	<ul style="list-style-type: none"> • Allows the views of individuals and community groups to be expressed • Good platform for simple, consistent information and key messages to large numbers from a community • Not a strong forum for dialogue • Meeting facilitation skills needed to channel energy productively • Might be scope to break up into smaller discussion groups or provide information-feedback booths
Focus groups	<ul style="list-style-type: none"> • Useful with relatively homogeneous groups • Suited to smaller interest and population groups • Good for generating and canvassing ideas rather than decisions • Allows for creative thinking if well facilitated
Workshops	<ul style="list-style-type: none"> • Can produce structured exploration of issues, options and ideas and future vision, direction and actions • Larger groups and broader agenda possible • Format can include smaller group work fed back to the whole group • Needs skilled facilitation
Roundtables and forums	<ul style="list-style-type: none"> • A joint planning/decision making forum between council and key stakeholders with expertise about a specific issue • Helps to establish a collaborative process from the outset • Suited to dealing with topics with technical content • Can prepare informed recommendations for broader community consideration • Challenges in achieving representation
<p>Hard copy surveys</p> <p>For example, postal survey, street survey, open survey – such as whiteboard at shopping centre or ‘opinion tent’ at a local fair or recovery event</p>	<ul style="list-style-type: none"> • Can provide opportunities to reach mixed audiences where they live and in opportunistic locations • Can be combined with face to face support, for example interviewers or ‘opinion tent’ facilitators • If face to face interpretation is not possible what is requested must be very clear and brief preferably pre-tested • Good for gathering ideas and canvassing options • Requires intensive support and interpretation

METHOD	BENEFITS OR LIMITATIONS
<p>Electronic surveys For example, website, email or social media consultation</p>	<ul style="list-style-type: none"> • Can provide opportunities to reach specific audiences where they live • Suited to smaller interest and population groups with existing networks • Face to face interpretation is not possible so what is requested must be very clear and brief – pre-tested • Good for gathering ideas and canvassing options • Excludes non-online communities if only avenue
<p>Vision surveys For example, photo and drawing submissions of how the community sees the future</p>	<ul style="list-style-type: none"> • Can provide opportunities for input from people who are more visually orientated • Suited to broad invitation, particularly engaging children • Suited to dealing with a specific built or natural environment matter with cultural or heritage implications • Good for gathering ideas • Useful to feedback visual depictions of options
<p>Onsite engagement For example, walking a roadside with the community and the roading options</p>	<ul style="list-style-type: none"> • A joint planning/decision making event between council and interest groups conducted on site • Expertise is on hand to explain and discuss technical aspects • Suited to dealing with a specific built or natural environment matter with cultural or heritage implications • Can prepare informed recommendations for broader community consideration or make decision depending on mandate

7.2.9 Make the most of community meetings

It might appear difficult to make the time for community engagement when council is stretched and under pressure. It is also a time where criticism might be directed toward council and there might be a temptation to avoid this by not holding community meetings and other community engagement activities.

At this time however, the community will generally have a very strong need for information, wanting to be heard, and be looking for leadership, accountability and stability from council. Community meetings provide an immediate opportunity for a local presence by council and a chance to demonstrate council's interest and commitment. It demonstrates that council is there for the community and is willing to do what needs to be done. Conducting

community meetings is an important statement to the community and done well, will contribute to the community's recovery.

Such meetings require skilled and sensitive facilitation that allows 'people to be and feel heard' – to share experiences, identify needs and add to the information required for recovery planning and decision making. Any sense of tokenism or simply defending council decisions or actions is likely to be inflammatory and be detrimental to the recovery process.

The content of community meetings might change over time. In early meetings, the focus will include – gaining understanding of the extent and nature of the damage, loss and impact of the event, and providing information on the event and services and support available. This means everyone getting a common picture of what has happened and using individual perspectives and experiences to help colour this in.

At the same time, initial community meetings will assist people to reconnect and check on what has happened to others in the district/city. Such meetings will provide the community with basic information on needs, such as where to stay and how to access immediately available government financial assistance. Details will need to be kept basic as many people will often be in an agitated state of mind and not capable or interested in complex discussions.

Within weeks, people are likely to have returned to their homes or the district/city and be dealing with the challenges of re-establishment. Community meetings will now start to include more complex information – identifying needs and issues and working on immediate solutions. Such meetings will be able to report on progress to restore functioning and can benefit from having a panel of specialists who will be able to advise directly on practical things like repairs, banking, power, insurance and water supply, telephone services, road closures and detours and so on. In addition, participants in community meetings might be able to share their local knowledge with council to help fill in information gaps and assist in solving problems.

At times participants in community meetings might become angry and look for someone to blame. It is important to allow anger to be vented in a controlled way so that people feel heard and that 'the system' and council appreciate their concerns. Generally, being defensive and responding to issues detailed by participants in this state of mind is unhelpful and does not aid the recovery process. Once people have vented their anger and emotion, they are more able to think rationally and start to look forward.

Waimakariri Case Study – Engaging the community in recovery

The impacted communities were divided into areas, and we hosted several community conversation café style meetings to involve the community in recovery discussions and answer their questions. Several hundred people attended these meetings over 3 evenings.

Knowledgeable recovery personnel led discussions at tables around specific questions to identify priorities in different aspects of the recovery and to have residents individual recovery questions answered. If questions couldn't be answered on the night they were taken away and answers were found and published. The regular Question and Answer publication grew from this experience.

Feedback from the community was very positive about the opportunity to have their concerns aired and answered and to be involved in recovery conversation.

Waimakariri Case Study – De-jargoning engineering speak

An example of the value of frank and honest engagement and communication was shown at a meeting about broken Sewer lines. The residents arrived angry and fired up about lack of action but a Water Engineer Gary Boot was able to share information about the situation and why it would be a long road to repair, along with what the plans going forward were. Honest, transparent communication earned him a standing ovation.

In all situations we listened carefully, we were never afraid of anger, and the reasons for it were always acknowledged. We always tried to help people understand the situation and let them know what was being done.

Working closely with other aspects of Recovery, like the Engineers, is an important aspect of Social Recovery, as their actions can positively or negatively influence individual and community wellbeing.

KEY THINGS TO CONSIDER

- When advocating an issue ensure it reflects the views of the majority – not a vocal few. Use formal and informal avenues to keep people with influence in the loop, for example brief members of parliament.
- Review council community engagement policies and practice to assess how vulnerable or isolated groups might be contacted and involved in the wake of a disaster.
- Be open and honest with the community about what is possible, what is not possible and what is being done. Pay attention to the needs of the whole community when planning for recovery.
- Acknowledge the voices of noisy minorities – but ensure this is not at the expense of or a diversion from the needs of the whole community and less vocal minorities. Thoughtful community leaders will provide the best advice and information.
- Identify who in the community is at risk of missing out on the community engagement process and consider how they can be successfully engaged. Use existing networks to build engagement pathways and design methods suited to the characteristics of each group.
- Make sure misinformation or lack of information on divergent views is countered with facts and expert opinion and provided to all participants.
- Find ways to keep in contact with people not living in the district /city– either residents who have moved out of the district/city (temporarily or permanently) or those with holiday homes in the impacted area. Options for maintaining contact could include:
 - collecting contact details, email addresses/ phone numbers and setting up a data base to maintain both routine and targeted communication with different groups of people
 - ensuring that invitations to community events and engagement activities are also sent to people out of the district, and that records of events are freely available for those unable to attend.
- Be alert to events likely to set back recovery and reschedule or amend community engagement activities as necessary.
- Review council community engagement methods to assess the range of methods used and their likely effectiveness in the wake of a disaster. Use pre-disaster opportunities to practice less familiar methods.
- Build the capacity of frontline staff to contribute to community engagement, for example, raising awareness of the likely state-of-mind and communication needs of people impacted by the disaster and dealing with agitated people.
- Partner with other agencies to ensure consistency of information and minimise the number of meetings that the community need to attend by working collaboratively.
- Think about using information booths for specific services or information. Booths provide confidentiality for people and can provide a private space to address sensitive issues rather than dealing with them in a public meeting.
- Conduct public meetings and consult with impacted communities immediately (even if they are only seeking information) and throughout the recovery process.
- Such meetings should be attended by senior executives of council who have the responsibility, access to resources and decision making roles. They can be supported by content experts who are able to clarify detail, such as a land planner, and support service who can put some of what people are seeing and feeling into perspective.
- Consider inviting other recovery or infrastructure agencies. This can reduce the frequency of meetings the community is invited to and increase the likelihood of coordinated messages and community feedback.
- Ensure a skilled facilitator is able to manage the communication process for community meetings.
- Build in meals or unstructured chat time at community engagement events.

- Invite service representatives to attend community meetings and engagement activities. Discuss with them beforehand how best to connect with people. This might be a booth with brochures or staff in attendance, or it might be less formal with staff interacting with community members over a cup of tea after the meeting or during the engagement activity.
- Make sure invitations to the community are strictly focused on the community engagement objectives. Some might not get involved if they think they will be 'harassed' by support services – after all 'they are fine'.
- There is a strong overlap here with the role of the mayor and councillors in communication with the community.

Social recovery programme timeframes can range from a few weeks to many years. It will be different for each type of disaster event, and each community. We found that recovery happened in stages – from very early recovery where we were planning and developing our recovery programme to longer term recovery where we had a flexible and agreed structure. Things were constantly changing and so we had to review what we were doing and change when necessary. With that in mind we have broken the ‘operational’ work of recovery into two sections, the First Days and Weeks and the Long Haul. Both sections will need to be read to get a fuller picture of the recovery process.

8.1 Needs Assessment

Local Authorities are responsible for establishing this sub-function under the CDEM National framework. Social Recovery Managers should work closely with other welfare sub-function lead agencies, as well as community based agencies to ensure that there is coordination and an agreed system for gathering and analysing information, as well as a triage function – so that the right service is delivered by the right agency at the right time in an integrated and flexible way. Doing this work in readiness is recommended as this is a complex area to navigate but is critical to successful social recovery.

Needs assessment is the process of understanding the needs of people impacted by the emergency. It provides the basis for social recovery service delivery. It can take the form of a door knock by an organisation such as Red Cross, or be done when people present at the RAC. It can also be done by other organisations through their business as usual and referred back to the recovery team.

Collecting information is the easy part of the process. Understanding what actions are needed and implementing solutions is more difficult. Collecting data and measuring results is essential for appropriate targeting of effort, learning and accountability .

It is important to have local staff with the right skills leading the triage/case management function so that needs can be interpreted accurately. These will most likely be people with a social work/community work background, who understand individual complexities and know what services people are likely to need as well as having a good understanding of existing local services and organisations. Examples of Needs Assessment forms used in the Waimakariri are available as Appendix 4.

It is vitally important that there is co-ordination between services so that the impacted people don't have to retell their story several times to get the service they need. While lead and support agencies have designated roles, and will offer specialist recovery services which will be invaluable to the impacted community members, some people will be best served by 'business as usual' services in the community or other agencies in the community offering recovery services e.g. by a church.

Sharing of information is challenging in this environment and every effort should be made to gain an understanding pre-event of how this will be managed understanding that Government and other agencies will be limited by Privacy law about the information they can share.

The nature of needs assessment requirements changes over time and might include questions on regeneration and community development.

The following principles should guide the social recovery needs assessment process:

- 1.** Plan for social recovery needs assessment as part of readiness activities.
- 2.** Keep needs assessments streamlined and efficient.
- 3.** Identify 'hidden' needs and focus on vulnerable

people by having experienced, skilled and trained staff on hand, and a good triage system in place

4. Ensure needs assessment is done with empathy and is people-focused.
5. Maintain a flexible approach, as needs and information requirements change through time.
6. Encourage community-led assessments, and use all available community networks. Ensure central co-ordination and triage so the right service is delivered at the right time.
7. Maintain regular communication with partners and communities
8. Ensure information management processes and applications are integrated throughout the assessment process and that:-
 - a. Each assessment builds on existing data
 - b. Only the data required for decision-making is collected
 - c. Quality of information is assured
9. Agencies must liaise closely with other sub-function agencies to ensure that where multiple needs are identified, the individual and/or family receives a wrap-around service to meet those needs.
10. Ensure the privacy of personal information is safeguarded in accordance with privacy legislation.

8.1.2 Information Management

Information management occurs throughout the needs assessment process. Information management comprises collection, collation, analysis, and evaluation of information to build a picture of current, emerging, and diminishing needs. Sufficient information for decision making must be collected. MCDEM and CDEM Group may be able to assist with electronic databases or systems.

A Case Management system may be needed so that a comprehensive, systematic record of information is kept on an ongoing basis throughout the recovery. Agreement between agencies at the local welfare committee, about a suitable Case Management tool should be reached pre-disaster because it will be required immediately.

Waimakariri sourced a CRM system to create a database for case management, which was used for a number of years to record building, land and household information. This was a very valuable tool that allowed for referrals, tracking and monitoring

of recovery progress, and importantly saved householders having to retell their story every time they interacted with Council or other recovery agencies e.g. Waimakariri Earthquake Support Service (WESS).

Key things to consider – Needs Assessment

- Plan for Social Recovery needs assessment during readiness including thinking about :-
- What questions are important to ask?
- How will you store the information? Who will enter the data?
- What information do you need to help you plan your recovery efforts?
- What information do you need to help you access and deliver recovery services?
- Local Authorities are responsible for co-ordinating the needs assessment function at the local level
- It is essential to have experienced and skilled people leading the needs assessment function
- Co-ordination between services is important so people don't have to retell their stories several times to get the services they need

8.2 Establishing a Recovery Assistance Centre (RAC)

When a disaster has widespread, long-term impacts, and the Civil Defence Centre has been given a closure date, it may be necessary to open a Recovery Assistance Centre to provide up to date information and on-going assistance.

Continuing to provide access to recovery services and supports in a one-stop shop minimises the stress for residents of dealing with a range of agencies.

The range of services to be offered in the RAC will be determined by the nature of the disaster, but the Waimakariri case study gives an example of the main areas to consider.

Both the need for a RAC, and the specific agencies and services required, is best determined by a meeting of those groups and agencies who have worked in the Civil Defence Centre, along with the team leading the Social Recovery.

The agencies required will be on a flexible roster, since needs will change with time.

Initially services dealing with the provision of temporary accommodation and tenancy issues might be important, then, for example more focus might be required on housing problems (requiring Council building inspectors) or financial issues.

Having a Triage person or team is important, as this role will help people work out what assistance they need. Staff from a local Trust or agency or social workers who have experience in assessment interviewing are well suited to assist. Again, having arrangements in place pre-disaster would be helpful.

Also, an Advocacy desk may be necessary, as there will be people who find themselves in situations where they are not qualified to help themselves. A person who has had experience in community work and is familiar with a wide range of agencies will be best suited to the role.

Local Government (TLA) are responsible for establishing and running the RAC. Many Government agencies will also want to be in attendance to assist and provide advice to impacted people..

Often Library staff are useful in a reception role in the RAC as they are knowledgeable about local organisations, and used to dealing with the public. They are also a familiar face for many people.

A central location for the RAC is important, as is widespread advertising of its existence. If a Pastoral Care Team is put in place, it will be a valuable way of spreading the word about the RAC. Otherwise it can be advertised on all recovery communication including newspapers noticeboards, newsletters, websites, and via letter box drops.

Having a Managerial Team responsible for the day to day running of the RAC, and regular meetings between personnel working in it, are key contributors to a harmonious and effective centre.

“With council services, NGOs and community-based social services, government departments (e.g. the IRD and HNZ) the benefits for residents of having a local one-stop shop quickly became apparent.”

Suzanne Vallance, “Waimakariri District Council’s Integrated Community-Based Recovery Framework”, 2013.

Waimakariri Case Study - Recovery Assistance Centre (RAC)

The state of emergency was lifted by the Waimakariri District Council eleven days after the earthquake event. With this the Civil Defence Centre was closed and a RAC opened four days later in the main hall at the Kaiapoi Community Centre, located nearby.

The RAC was established because it was clearly apparent to those involved with the Civil Defence Centre that further support services were going to be needed. The transition from welfare to recovery was seamless as many of those involved in running the Civil Defence Centre transferred to the RAC.

Reception at the RAC was provided by Library and Council staff who were unable to work their business as usual roles due to damaged buildings. Everyone entering the RAC was asked to fill out a registration form (see Appendix 5) and guided to the correct desk if it was a straight-forward appointment. The forms were kept in files of chronological order, as well as being entered each day on a council database by CRM staff.

The vast majority of those who came into the RAC, were also interviewed at the Triage Desk. It was instrumental in creating a systematic approach to managing support. This desk was run by a team from a local Trust who were skilled in working with people with complex issues. They helped tease out the kind of support that was needed by individuals. People also filled out a straight forward Needs Assessment Form at this point which was added to the CRM database.

When it opened, the RAC had representatives from key agencies:

- Work and Income (processing grants)
- the Inland Revenue Department
- Housing New Zealand (coordinating accommodation)
- Council building inspectors
- representatives of the major trading banks
- representatives of Nga Tuharurih and Maori organisations such as Te Puni Kokiri.

Importantly, the RAC also included a knowledgeable local person to act as a resource for people encountering difficulties of any kind. The Advocacy role soon morphed into a team as it became clear that demand for advice and guidance would be high. This Advocacy team formed the basis of the later established Waimakariri Earthquake Support Service.

Dealing with the issues

Requests for accommodation were among the most frequent calls for help received by those working at the RAC, and as many offers of accommodation came in they needed to be scrutinised. Eventually, representatives of the Canterbury Earthquake Temporary Accommodation Service (CETAS), which had been set up to manage the demand for temporary accommodation regionally, had a presence at the RAC, but a lot of the placements for people were found by the Advocacy service, to whom locals brought their offers of accommodation.

However, arguments over tenancies was the major issue presented at the Advocacy desk during the early weeks. At the heart of the problems was that regulations covering tenancies did not provide for emergency situations. This meant that if the situations were to be sorted out amicably all parties needed to demonstrate good will, which was not always the case. Landlords still had ongoing mortgages and wanted tenants to stay on as per their tenancy agreement, while tenants often believed the house was too damaged for occupancy. "Being frightened" was not enough reason to terminate a tenancy under the law.

Representatives from the Tenancy Tribunal and the Tenants Advocacy Service were willing to make appointments to meet with individuals at the RAC. This was a positive because it allowed Advocacy staff to be present as support for the individual, as well as removing the need for travel into Christchurch city which had sustained significant damage.

Dealing with the stress

Red Cross Counsellors from Australia and other parts of New Zealand were also present from early on to work with those tearful and traumatised, and they reported to the Psychosocial Lead in the RAC. This lead person was a local who ran a private counselling practice in the District. This role was put in place by the council to ensure co-ordination and consistency of messaging in-line with official advice from, the then psychosocial lead, MSD. She had been responsible for triaging people in the early days of the event, but moved into an over-sight role when large numbers of counsellors became available and needed co-ordinating and managing.

Private spaces were set up within the RAC to allow for counselling conversations to take place as people presented.

Another important initiative in the RAC was the provision of an informal Drop-in space where people could just come and talk to others over a cup of tea. The space was run by volunteers from the local Red Cross who provided morning and afternoon tea, and sometimes by volunteers from local churches. Eventually this service was devolved to the local churches to run in their own rooms on a rotating basis.

The RAC remained in operation until just prior to Christmas in 2010 (3 months after opening) when the Waimakariri Support Service was set up in the same building and agencies provided support and information to residents either through new services developed or through refined business as usual.

Management team for the RAC.

The initiative and drive for the RAC came from the Management Team overseeing it. It was a unique partnership between Council (the Social Recovery Manager), Government (the local WINZ manager) and Community (Oxford Community Trust Manager). This team (affectionately known as the RAC Mistresses!) met regularly with those working in the RAC, as well as in the community, Government and Council, to ensure that the RAC was achieving its goals.

The regular weekly staff meeting was an important aspect of the team building and excellent working atmosphere which evolved. Open and frank discussion was encouraged, and information, ideas and feedback were shared and reviewed. It was a vital way of establishing whether any new services were required, or if some were obsolete.

The Management team also met regularly with the overall Recovery Committee which consisted of leads for built, economic, environment, culture. as well as with a Social Recovery Group.

The Social Recovery issues and solutions group was made up of representatives from local Police, Schools, Medical Centres, WINZ, community based agencies and Council and had been formed so that community trends and needs could be identified and used to modify services in the RAC. The meeting was chaired by the Social Recovery Manager.

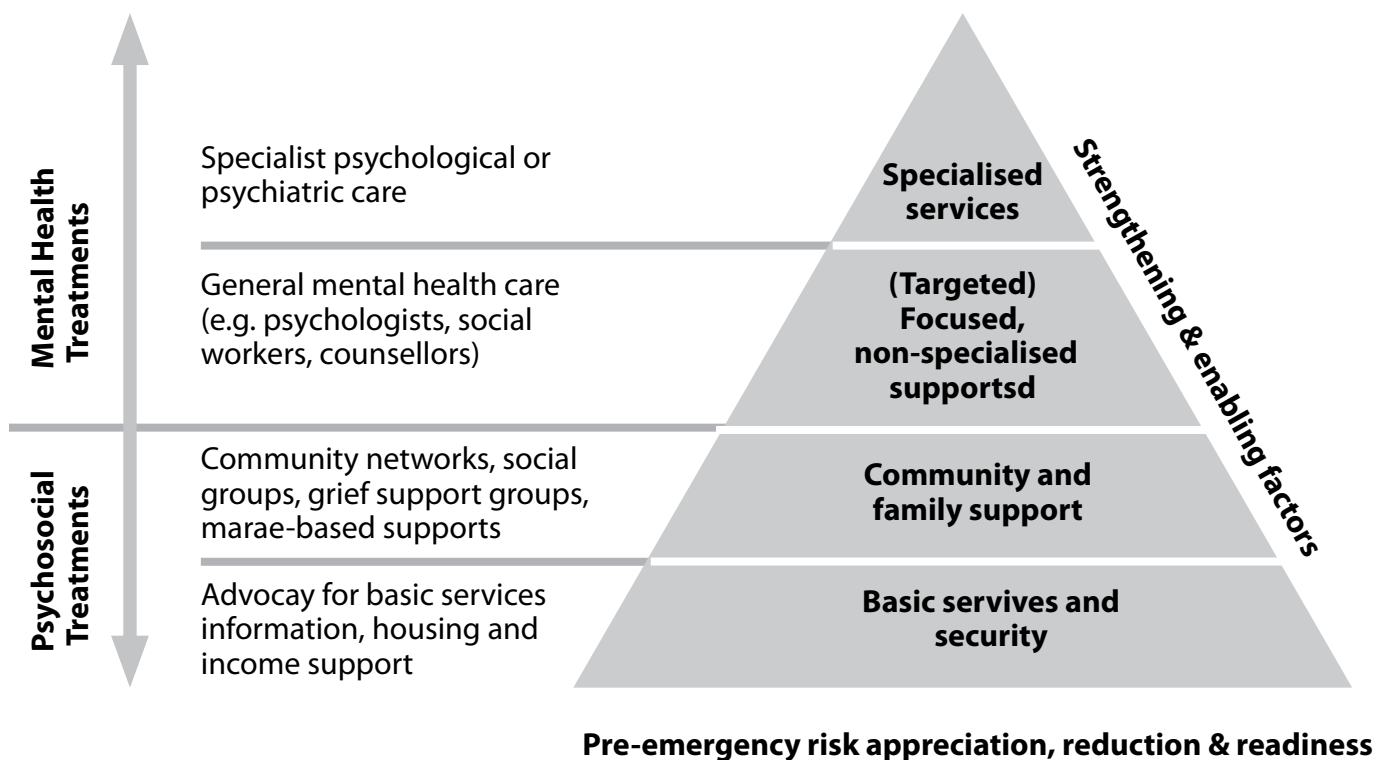
Key things to consider

- Local Authorities are responsible for establishing Recovery Assistance Centre's
- The Welfare Manager and the Social Recovery Manager and other key agencies/personnel should meet to discuss the need for a Recovery Assistance Centre while the Welfare centre is still operating so adequate planning can take place.
- Put in place good Management and Governance teams to provide oversight and support for the RAC
- Make sure the RAC is accessible and available at various times, for people who may be working during the day for example
- Make sure it's in or close to the impacted community, is accessible and welcoming
- Think about what people need and get the right agencies/services based there. You may need to think about services that don't currently exist e.g. tenant advice and support
- Establish a good information management system(database)
- Establish a skilled and experienced triage Team to help people establish what services they need, considering both official mandated roles and adapted community services
- Consider establishing a support co-ordination/navigation service, to assist those who need one on one support
- Ensure regular input of community needs via a Social Recovery group meeting with representatives of education, health and NGO's working locally, so that the RAC services are timely and meeting the communities changing needs

8.3 Psychosocial Support. The early days **Post disaster studies have shown that most people involved in a disaster or its aftermath will benefit from some sort of psychosocial support. For most, the stress will be eased by care and support from their families, friends and community. Some will need more formal support through counselling services, and only a small number usually need specialised mental health services as shown in figure 9 below.**

Ministry of Health / District Health Boards are responsible for coordinating the provision of psychosocial supports after an event. It should be noted that they are not the sole provider, but their role is to coordinate activity and advise on the type and nature of services needed for ongoing psychosocial support.

It will be an important aspect of the Social Recovery Manager's role to negotiate with the DHB and advocate for the services needed, and the best provider.



Source: Adapted from IASC (2007)

Figure 9: Psychosocial triangle (adapted from IASC (2007))

Investment and effort is required to improve resilience, help communities reconnect and provide and target support services to avoid long term health issues.

Cera "Community in Mind"

There will already be existing organisations offering counselling and support services in the community, and many more, such as The Salvation Army or the Red Cross, will offer psychological first aid and support services after the event.

CDEM Director's Guidelines lists additional agencies that may be required, or be available, to provide support in the psychosocial area. (See Appendix 5) There will be many offers of assistance, from a wide range of agencies and organisations that will carry over from the response phase into recovery. It is vital that all services offered are linked into 'official' efforts and that if agencies or individuals are working one-on-one with people within the impacted community that their practice is safe and professional.

It may be necessary to have an appropriately trained person to manage this task in a big recovery. This local coordinator can be from a large agency such as Presbyterian Support, or, as in the Waimakariri case, it can be a local counselling practitioner. This person was the Waimakariri link with the official psychosocial agency, so we were sure relevant, and timely information was being shared and more importantly that our people on the ground were providing the right psychosocial support, messaging and advice. In addition they were responsible for vetting all offers from individuals to ensure they were qualified. They also had to make judgement calls about offers of alternative therapies, which they discussed with other psychosocial professionals and the RAC management team. This local oversight role included managing a roster of counselling services in the RAC to avoid double ups, and briefing door-knocking teams on appropriate psychosocial messaging.

The more specialised mental health services will be organised by the DHB and Public Health Organisation and are usually accessed through local Medical Centres.

In addition the Social Recovery Manager will have valuable local contacts and knowledge and context about the types of 'social intervention's that will help the community recover. This part of psychosocial recovery is often misunderstood and undervalued. By enabling local, trusted support networks such as marae, church and local level supports the community will be able to access familiar and trusted services that often will be enough to help them through.

Up to date and timely information, widely distributed, will be important, as some agencies will work outside of the official recovery programme of work.

Key things to consider

- Appoint a Social Recovery Manager to ensure local psychosocial matters were prioritised.
- Created a welcoming and organised RAC so that relevant advice and assistance could be accessed in a one-stop shop, in the impacted community
- Provide a Triage service in the RAC to help people get the assistance they needed quickly.
- Provided private spaces in the RAC for counselling services so that people could be seen immediately if necessary.
- Provided a drop in space in the RAC for informal "coffee and chat." This may eventually devolve to a church group to host on an ongoing basis.
- Hold regular meetings and reporting sessions with all local providers. (A Social Recovery issues and solutions group met regularly.)
- Begin planning for establishing and a one on one support team.
- Build a Pastoral Care team to make regular visits to householders in impacted areas.
- Work with Social Services Waimakariri (Social Service provider network) to plan and develop appropriate local services for the Waimakariri District, that worked alongside 'official' earthquake recovery programmes.

“There were lots of wonderful offers of support pouring in during the first few weeks, it felt like Christmas. Some offers were quite major, such as Air NZ offering flights to any town in New Zealand. It was difficult to decide who was most in need of these, and decisions had to be made on community recommendation.

We often found it was the most practical things that eased the stress for people, things like the free laundry and donations of firewood. There was a group who were collecting and storing plants for people and that was a real saviour for those whose homes were ruined.

In the early days the provision of porta potties by council was another life-saver, particularly for the elderly who found it a struggle to go out to the outdoor Portaloos at night. And The Menz shed group made stands for these potties, which meant they were a better height and more manageable.

One of the most generous offers came from Melbourne, where a group offered a week-long retreat with pampering and counselling for ten women who had been badly impacted by the earthquakes. We had a hard time deciding who would benefit most from that, but decided as a team on the recipients.”

Waimakariri Earthquake Support Team Leader

8.4 One on One support

After a disaster, there will be people who require one on one support to navigate their way through a personal recovery. There is new language, processes and systems to deal with and peoples lives have been turned upside down. In addition vulnerable groups such as the elderly, single parents, or people with high health needs-mental or physical, often benefit from a case management approach to assistance. Having someone knowledgeable walking beside them, clarifying matters and supporting them in their decision making is hugely beneficial.

Literature about the recovery in Victoria, Australia from the devastating bush fires of 2009 emphasises the value of one on one support and provides a model for the aims of such a service.

The Victorian Bushfire Case Management Service (VBCMS) was established to help people get the supports and services they need during the recovery process. The VBCMS was a central plank in the psychosocial recovery process – identifying people who need supports; helping them gain access to necessary services; gauging the extent of support provided; and monitoring how well the supports have been provided. Source: After the bushfires Victoria's psychosocial recovery framework Department of Human Services

Establishing a team to work with households in this way is a vital part of the Social Recovery to ensure no one is struggling alone, and planning for it should begin in the earliest stage of the recovery. The Psychosocial lead should take leadership in creating and funding this service in partnership with the local Social Recovery team.

It would be useful to consider how such a service will be organised in pre disaster planning, including identifying how it may be delivered at the local level, will greatly facilitate the timely set-up of an appropriate support team. The Waimakariri Earthquake Support Service (WESS) team was in place when the RAC closed after three months, and continued working in the same buildings providing a seamless service for the community.

WESS employed locals to provide the one on one support, but support coordinators can be drawn from a variety of sources. These sources can include seconded Government employees or not for profit sector personnel. (Or the team can be made up of a combination of sources.) There are advantages if the team is local and representative of its community's diversity. It can give a more 'personal' feel to the service, and the added bonus of locals helping locals.

If the coordinators are seconded from government or non-government sources, they will have their regular salaries, but funding for a community-drawn team might be obtained through other sources including the psychosocial lead or a variety of philanthropic funders.

WESS was part of the Greater Christchurch Support Coordinator model under CETAS, but was locally managed and became a cornerstone of the Waimakariri Social Recovery framework. As well as having their own weekly meeting, WESS Coordinators attended regular CETAS meetings and training sessions with Christchurch based coordinators. Records were held in common on a CETAS database, and coordinators operated according to CETAS prescribed protocols.

The appointment of a Team Leader early on to manage the team's well-being, is important. Duties will include:

- organizing professional monthly supervision for the team
- allocating and reviewing workloads.
- ensuring record keeping and data management is up to date
- managing information flow and weekly meetings to keep coordinators up to date
- liaising with all other agencies and services in the recovery, including meeting with the Social Recovery Manager regularly
- Managing team morale and conflict resolution.

Waimakariri Case Study Advocacy to Waimakariri Earthquake Support Service (WESS).

When the RAC was set up at the closure of the Civil Defence Centre, a leader from the community with an extensive knowledge of local organisations, formerly the coordinator of a local Support Service, was appointed to an advocacy desk to assist people with the problems they were encountering that didn't fit within designated CDEM functions. This Advocacy role quickly grew as people presented with a wide range of issues, and it became apparent that a team of people would be needed.

In addition, a person had been funded with specific responsibility for the elderly. This person, who was the manager of the local elderly day-care centre, had extensive knowledge of who the local elderly were, and what services were available in the area. She eventually became the leader of elderly response within the WESS team when it was formed.

Both these initial roles were funded from the preliminary MSD Earthquake Relief fund, managed by the Oxford Community Trust, so that wages were quickly in place. MSD eventually provided funding and oversight of (WESS) through Canterbury Earthquake Temporary Accommodation Service (CETAS), when it was created. (MSD were the psychosocial lead at this time).

Both the leaders had experience in building and managing teams, and were asked, now the funding was in place, to bring together a team of people from the community to work with the large numbers presenting for assistance. Essentially the team had two strands, care of the elderly and support for general households. Some team members were recruited from those already working in the RAC, some had been volunteering in the Civil Defence Centre and been recognised as having the necessary skills to assist others. Some members were recommended by the RAC Managers. Many were nominated by the leaders themselves who knew the individuals from their work in the community.

Support Coordinators operate in a high trust environment and it is important that they are honest, practical, well organised individuals capable of managing up to 40 cases at a time. Their hours of work will be flexible depending on when meetings are held or householders are available. Often this includes weekends and evenings.

Applicants were asked to fill out an Application Form, and an interview was held by the Team Leaders. This was to ensure that people knew the nature and intensity of the role they were under-taking, and to ensure they were ready to commit.

Police checks were requested on all successful applicants.

Because reasonable wages and hours were able to be offered, applicants could take up the positions without financial hardship. One coordinator reduced her regular job, nursing, to part time so that she could pick up a role. Other members had been, as an example, builders, teachers, social workers or engineers. Some were retirees.

This diversity, and its reflection of the community, was always seen as a team strength. The allocation of a coordinator to a household could be made with consideration to recovery need or household values. The reality is that some people don't like to feel they are being helped by a social service, but are happy to receive advice or assistance from someone local or whom they perceive as a "regular person." For example, if it was a complex building problem, the builder coordinator could be allocated or the 'posh' (!) coordinator assigned to an upmarket house.

As well as having locally appointed support coordinators, coordinators from Te Mata Waka and He Waka Tapu, (working with Maori whanau in particular) and MSD, worked within the WESS team. CETAS provided training and team building workshops, managed the database, provided reports and oversight. See examples of documents used by the WESS service in Appendix 6).

Funding

The MSD earthquake fund was first accessed for Advocacy services by the Oxford Community Trust who were managing the Triage Desk in the RAC. Then, once the WESS support team was established, local council managed the payroll until a local community organisation was upskilled to take over the finances.

This organisation, local Day Care for the Elderly, was a small, long-standing NFP group with a governing board of local stalwarts. The desire was to provide another avenue for local input into the recovery, as well as to establish WESS within a flexible and minimally bureaucratic structure. The treasurer of this organisation was well-qualified to manage the pay roll and expenses of the service, and was remunerated for her hours from the WESS funding.

Day To Day Operating

The WESS team had a local office, an administrator, and enough hot desks with computers (kept in good operating order by the Waimakariri District Council for many of the team to be present in the facility at any one time to manage their entries in the database.

The central location in the town in what had been the RAC and later became the site of the Earthquake Hub, meant that people could easily drop in. The provision of this Hub space by the Council, which brought together most of the recovery players, also meant that good working relationships and ready contact were fostered between recovery agencies and WESS. Trust and respect were developed through formal and informal interactions in the Hub. This often facilitated quicker resolution of household issues with EQC, Fletchers and Insurance companies.

Each coordinator worked with around 30-40 households at a time, ensuring that everything was progressing as well as possible in the recovery process. Most people were visited in their own home on a regular basis, although appointments could also be made to meet in the office.

As the process went on, Coordinators actually took on up to fifty households as some reached a 'dormant' stage of the process – waiting for plans, or an insurance settlement, for example.

The Coordinator's most valuable role often was attending meetings with the householder as another set of eyes and ears. Because people were often stressed, understanding important information could be compromised. Coordinators could also clarify the stages in the rebuild process so that people could be reassured things were proceeding.

Developing a knowledge of agencies available to support particular needs also became important, so that coordinators could direct people who suffered from stress or financial difficulties to the most appropriate agency.

The team meetings held weekly often included a speaker from a variety of these agencies to inform about the services they could provide. The team meetings were also an important way of sharing information, asking questions, and keeping up to date with changes. Major players in the recovery (such as Cera and EQC) were often invited, and the WDC Social Recovery Manager regularly attended and reported on developments. These meetings were also an important social interaction time for coordinators, and contributed significantly to the development of a good team spirit.

The Waimakariri was fortunate in that funding was provided for a second team leader to manage the high number of elderly residents in the impacted area. This meant that there was, in effect, a dual leadership of the whole team. The advantage of this was that any problems within the service could be shared, and also, if one Team Leader was on annual leave the other carried on. Thus when one returned to work there was never a backlog of issues to be dealt with. This was a significant factor in maintaining the Team Leaders' health and well-being in a long haul of managing in a rapidly changing, often stressful environment. Team Leaders also carried a caseload of households, but in fewer numbers.

The service was widely advertised at local meetings, in Council fliers, on noticeboards, newspapers, recovery websites, and, in the long haul, by the Pastoral Care Teams regular door knocks.

Downsizing the Support Service

At its height WESS had 17 coordinators working in the service. Two of these positions were funded by other organisations (MSD and Nga Mata Waka) but were housed as part of the team in Kaiapoi. The full team operated for almost three years.

But as numbers needing assistance in Waimakariri declined, it was necessary to downsize the team. Determination of how many positions needed to go at a given time was driven by MSD funding constraints, as the money allocated to WESS was reviewed every six months. Notice of how many positions would be funded from a future point, based on the database of coordinator workload, was signalled some months in advance. The seconded coordinator from MSD returned to BAU, and then voluntary resignations were accepted. Eventually a Last On-First Off policy was applied and team numbers declined steadily over an 18 month period. The team eventually operated with two full time equivalents for two years, after which funding ceased completely.

Key things to consider

- Post disaster, planning should begin early for how a one on one support team will be provided and funded. Team members may be seconded government or NGO workers, or may be recruited from the local community.
- Having good working relations and established trust with the organisation identified under CDEM to lead psychosocial recovery will be important, as they will facilitate the set up and funding of the team.
- The Support Service will be a vital part of the Social Recovery, and it is beneficial to have it housed alongside other recovery efforts.
- Early consideration about the management of data is important – is there an existing database within the lead agency or Council that can be used, or will one need to be created?
- Privacy Legislation principles around the gathering and sharing of data will need to be observed by the service.
- It is an advantage if local community leaders are known pre-disaster so that they can be approached quickly to assist in one on one support and help create a team.
- Depending on the location of the disaster, having specialised people in the support team to deal with particular vulnerable groups, e.g elderly or young, is an advantage.
- The employment of local people in the support roles where possible has beneficial effects because the 'buy-in' with the community is greater. And it is an advantage if the team is representative of the community, having diverse backgrounds and ethnicity.
- The team could exist for up to five years, and a strategy for down-sizing it as demand declines will need to be put in place.

8.5 Financial Supports – the first days and weeks

The displacement of people and/or loss of income following a disaster are two of the largest financial impacts on individual households. For those who need to find alternative accommodation there will be a need for a bond and rent in advance, as well as weekly payments for rent. For some families, the lump sums required will be a challenge, especially if temporary accommodation is not covered in their insurance policy (or if they are uninsured.)

Be mindful that households may also have lost their livelihood or employment because of the event.

The Ministry of Social Development (MSD) coordinates the provision of information about, and access to, the range of financial assistance available to people impacted by an emergency. Usually this is through WINZ. In addition a number of support agencies provide some form of financial assistance or information relating to financial assistance. For more information see Appendix 6.

Information about when and what CDEM grants are available, and who can access them is available on line:

Link to WINZ Civil Defence Grants via the website <https://www.workandincome.govt.nz/products/a-z-benefits/civil-defence-payment.html>

For ease of access in the Waimakariri during the first few weeks, WINZ representatives were present at the Welfare and RAC centres so that applications for assistance could be received and processed quickly.

The CDEM table of the Directors Guidelines, (Appendix 7) lists other Government and non-government sources of financial assistance. Major providers include Red Cross who often manage a national relief appeal creating cash grants, and Inland Revenue who assist with tax relief and income assistance through a range of measures. MBIE help businesses to recover by providing information and support.

TYPES OF CDEM GRANTS AVAILABLE

- payments to householders for billeting evacuees in private homes
- accommodation costs for evacuees in temporary accommodation (in motels, hotels, camping grounds or home-stays, for example)
- loss of livelihood where evacuees can't work and lose income due to the emergency - they can't get to work, the workplace is closed, or they need to remain with their family or whanau, for example)
- food, clothing and bedding (immediate needs up to a maximum amount)

8.4.1 RED CROSS and OTHER GRANTS

Following an event, substantial cash donations from within New Zealand and/or overseas may be given to the Red Cross, Government and, sometimes, the local council.

These sums are sometimes administered as grants for specific purposes, usually with particular criteria governing eligibility. Some are available immediately, and others are created over time as different needs arise. For example, a one off Emergency grant was available immediately from both the Red Cross and Waimakariri District Council after the earthquakes.

Careful consideration should be given to how any local emergency grant will be managed. There will be an understandable desire by elected members to disperse the funds as quickly as possible with minimal fuss. However the Waimakariri experience showed that criteria and application process is best decided in collaboration with those on the ground in the Welfare or RAC centres.

The Red Cross continued to create and distribute grants for over five years in the Canterbury Earthquake recovery. A summary of all Red Cross Grants created in response to the Canterbury Earthquakes can be found in the Appendix 8

Waimakariri Case study - The Waimakariri Mayoral Earthquake Emergency Fund

The Mayoral Earthquake Emergency Fund was created mainly from a Mainpower grant given to the WDC. Payments of up to \$500 could be applied for at the Welfare Centre and were given out on a case by case basis. Criteria was flexible initially, being dependent on proof of residence in the impacted area.

Because of concerns about the safety of large sums of cash on the premises, a security firm and police had a presence in the Welfare Centre.

Oversight of the dispersal of the Grant was by four local Elected Members and Council staff, and grants were made to individuals, depending on their situation, following an interview. Applicants, who needed proof of home address, filled in a form and were interviewed by one of the Councillors.

Often money was applied for by households who suddenly found themselves having to feed and house a large influx of displaced family members, .

Establishing and managing a large fund at short notice is challenging and for those who were working in the Centre, there was some concern that the process around application for the grant was not strict enough, making it possible for people from outside the district to apply.

When the Welfare Centre closed, the Emergency Grant continued to be available at the RAC, but applicants were processed and vetted by the Triage Team who sent applications to the Council for consideration in a much more measured process. The Councillors met as required to consider the applications so as to minimise the time taken to make the grants available.

The Mainpower fund, along with other national donations given to WDC, later became an Earthquake Recovery Grant of \$250 to assist people with earthquake related costs such as emergency repair fees or materials.

“Being able to assist people in this way in those first chaotic days, was one of the finest things I’ve done”

WDC Councillor involved in the distribution of the Mayoral Emergency Fund at the Kaiapoi Welfare Centre

8.6 Household Goods and Services

Damage to sanitation systems, disruption of supply lines, and/or the closure of regular outlets such as supermarkets, will mean that almost immediately there will be a need for coordination around the supply of food, water and other household goods. Under CDEM guidelines, basic goods and services are to be provided to people who are displaced or sheltering in their own homes as a result of an emergency until other methods of supply are put in place.

Goods considered as basic under the CDEM guidelines include:

- Water
- Food and grocery items
- Infant formula
- Pet food
- Clothing and footwear (appropriate to climate and cultural practices)
- Bedding and blankets
- Cooking and eating utensils
- Fuel (cooking and heating)
- Medication
- Sanitary products and nappies for infants
- Cleaning products- household and personal
- Temporary units for sanitation such as portaloos, portapotties or mobile showers

The Local Authority or Council is the lead agency for Household Goods and Services and it plays an important role coordinating the distribution of goods and services, and may facilitate the initial meetings between all the agencies providing them. A number of agencies have supporting roles, see Welfare Services in an Emergency, Director's Guidelines for further detail.

It is useful if an existing local agency, preferably one which has a foodbank and volunteers trained to manage supplies, has been identified in the Local Authority's Readiness and/or Recovery plan and can quickly step in to manage this area, particularly food. This organisation can run a roster of its volunteers

and can keep records of who is receiving assistance to ensure it is fairly distributed. A simple form of family name, number and contact details is sufficient for this purpose.

Both Red Cross and Salvation Army are likely to play an important role as support agencies in the provision of food, water and services following an emergency. It is essential to have considered who the partners will be in pre disaster planning, and to work with local agencies and systems.

Following the event there may be an influx of donated food, some of which may come directly to the Civil Defence Centre or RAC, but most will be donated directly to the foodbanks in the area. (If there is more than one.) Having donations referred to, and managed by one organisation means that dispersal of goods received is efficient and responsive to need. Liaison meetings usually occur between foodbanks in normal times, and these will be vital to continue during recovery.

Council usually manages water supply, using tankers at designated places where residents can fill containers, or identifying other safe sources to draw from. There may also be large supplies of bottled water available at the RAC and foodbanks which can be distributed alongside food supplies if needed.

Eventually, all food and water supplies might return to the premises of a local organisation with a foodbank, although extra space may have to be provided for surplus goods in a rented container. The food banks often offer other social services, and will be well- placed to assist with any other social needs of a household, or can make an appropriate referral. The presence of the Food Bank coordinator(s) at the regular Social Recovery Committee meeting will be important.

Some Effective household supports put in place in the Waimakariri included:

- **Deploying adequate numbers of Portaloos in streets without functioning sewer**
- **Liaising with local camping grounds who made their showers available for residents. A list of residents who were happy for other residents to come in and use their shower was also made available at the RAC.**
- **Using community members from Trusts and Churches to disperse hot evening meals donated on a large scale by a local group.**
- **Using displaced council swimming pool staff to help elderly manage and clean their portapotty daily (the Menz shed also built stands for these potties so that they were easier to manage for the elderly)**
- **Liaised with local pharmacies who were operating a roster system to meet resident medication requirements.**

Waimakariri Case Study – Food and Water

Coordination of Food and Water began at the Kaiapoi Welfare Centre. An area in the building was designated for the distribution of food parcels, and was set up in an orderly way so that boxes of food could be quickly packed and distributed.

A roster of volunteers was established which meant that there were usually 2 or 3 people on hand to organise supplies as they arrived, and set out them out systematically. Some of the supplies were housed in refrigerated trucks outside the Centre (perishables), and brought in as required.

An area with tables and chairs was provided close by where recipients of food parcels could have a coffee and chat if they wished.

Food supplies by the truckload arrived daily from other areas of the country, as well as many donations of baking from individuals in the area.

Once the Triage team was in place, they became the first point of assessment for all needs, including food supplies. They would establish the number of children and adults and any particular needs, and send them with a form to the food bank area.

When the Welfare Centre closed, food distribution reverted to the local Community Services which already had an existing foodbank, volunteers and systems in place for distribution, and whose personnel had been working in the Welfare Centre. Local Council funded a container to manage the excess of supplies that continued to arrive. The drop in function carried on at the RAC, staffed by volunteers from various groups until it was rotated around the different churches

Food parcel management returned gradually to business as usual, although households on the books were often notified when large donations of supplies were available.

Waimakariri Case Study – Laundry Services

There was major damage to drainage and sewage infrastructure in Kaiapoi, so that toilets could not be used and household tasks such as family laundry become a major problem.

A free laundry sponsored by a large white ware company helped address this issue in Kaiapoi. Four large washers were donated on loan, and Council plumbed them in and housed them in a portacom in a central location. Opening hours were advertised in newspapers and recovery literature, generally morning and early evening availability, although these times were modified according to demand.

Early on, a local was hired to manage the laundry on a part time basis, with funding from the Disaster Relief Fund. He had a presence at the laundry for a set number of hours, and was funded for a mobile phone so that he could be contacted outside those hours in an emergency. A local Community Trust managed the funding for his role. His presence was important to ensure that use of the machines was orderly, and done on a first come first use basis. He also ensured the premises were kept clean, and the machines in good operating order.

Use of the machines gradually declined as the red zones were cleared, and as Council or Insurance made repairs to household sewerage lines. The laundry was dismantled after approximately 6 months.

It was necessary to be mindful of the fact that there was an existing laundry business in the town which was still operating, and this business felt somewhat comprised by a free service being supplied.

8.7 Volunteer Co-ordination

Volunteer coordination refers to the management of personnel volunteering to assist households in a practical way so that the assistance is co-ordinated and organised.

Immediately after a major event there is usually an influx of people willing to help in a practical way. It is important to have someone designated to organise these volunteers, to ensure they have something practical to assist with, and to maintain their enthusiasm for helping. Jobs such as cleaning mud or debris from around houses, or helping people to salvage goods and move, are often the most immediate needs.

For the first few weeks, Periodic Detention groups were also available to help with the removal of liquefaction in the Waimakariri. These teams were managed separately to the other offers of assistance, and had their own coordinator overseeing the work.

An organised, practical person can often be found in one of the local Trusts or Church community for this Volunteer Coordination role. The skill set required includes:

- Practical skills, e.g. plumbing or carpentry
- Experience in managing others
- Competence with maps and organising callouts
 - logistics
- Good people skills

A Trust or church can apply for funding for this position, either to a government disaster fund if one has been created, or to an existing philanthropic Trust such as the Todd Foundation.

The Waimakariri position was funded as a 20 hour per week position for two years.

This position will be a valuable part of the recovery effort, especially when linked to the Support Coordinators and Pastoral Care teams. The flow of information between them means that needs can be quickly identified and responded to.

Having someone with a big picture of what's needed in terms of assistance also means that the deployment of any large one off offers, such as that made by the "Student Army" in Waimakariri, can be utilised in the best possible way.



The volunteers in the first week or so after the earthquake, were anybody and everybody from five year olds to the elderly. The weekend volunteer workers had all these people for quite a number of weeks. Literally hundreds of people turned out with their shovels. After the initial buzz of activity, for the most part, the teams I ran were retired folk, who had the time and heart to be out helping. Others were stay at home mums. There were also shift workers, people on a benefit, farmers, and clergy. The churches were a huge help which was ongoing for all the time I was coordinating in Kaiapoi. I was helping out for two years and was in my role of volunteer coordinator for around 22 or 23 months.



Volunteer Coordinator, Waimakariri Earthquake Recovery

Waimakariri Case Study – Practical Assistance

An organised, willing and able builder from a local church trust stepped up to manage the large number of volunteers who arrived at the RAC to offer practical assistance when the call went out.

The first days involved the hard physical job of removing liquefaction from around houses. This was piled up on the streets for removal by Council. Another immediate need was to help shift people out of their houses using teams of men with trailers. A number of residents had to leave straight after the earthquake for emotional reasons, or because their house was uninhabitable.

As the recovery went on, types of assistance included gardening (people wanted their favourite plants saved), lawn mowing, and firewood delivery for the winter. Shifting complete households, for those without family or insurance to cover the cost, also continued. This involved helping with the packing up, and physically shifting the household to storage or a new home.

Repairs and maintenance to houses, especially doors and cupboards which no longer shut, was another major need. Front and back doors were prioritised for obvious safety reasons.

A large number of food parcel deliveries were made in the early stages, and the Coordinator observed that he also 'did a bit of pastoral care', until this was taken over by the dedicated Pastoral Care team.

The volunteer teams also did mail drops of earthquake recovery information and upcoming meetings in impacted areas, as well as delivering door to door surveys for Cera or the local Council.

The coordinator of the volunteers worked on a voluntary basis for the first two months, then funding for the role was sourced from the Earthquake Recovery fund via the Hope Trust, the church organisation to which the Coordinator belonged.

The Practical Assistance team was an important part of the recovery effort, and worked closely with the Support Coordinators to identify what was needed and where. Often the practical assistance was a way of identifying a household which needed further support through other services.

Key things to consider

- Put someone in charge of organising the volunteers who arrive to help.
- This someone needs to be practical and organised.
- Source funding for it if the role is to continue longer than a couple of months.
- Church communities are a good source of willing helpers.
- Ensure there is liaison between other support services and the Practical Assistance team so that considerations about when to help, and where, can be shared.
- Link practical assistance to other parts of the Social Recovery e.g. the support coordination service, pastoral care service

“One of the hard things with the coordination role was to keep volunteers encouraged and motivated, and understandably a lot of them got stale after 6 or 8 weeks of being asked to help. There was a big drop off after that period of time, which of course made the job harder for me and the other committed volunteers that stayed through to the completion of the role. Unfortunately after the initial drive to help, a lot of the time there wasn't the luxury of having so many volunteers that I could give some a break and not ring them up!”

Volunteer Coordinator, Waimakariri Earthquake Recovery

9.1 Establishing the Hub

If the recovery from the disaster is to be long term, many new agencies and services may be needed in the impacted area for an extended period of time. Existing buildings may be damaged or at capacity so housing these services may be a challenge.

A “Hub” follows the closure of the RAC and essentially brings together important players in the recovery repair/rebuild process, and may include representatives from economic recovery, communications, community engagement, social recovery including support co-ordinators, banks, insurance companies and their construction ‘arms’.

Planning for the hub should begin early by identifying an appropriate site in the impacted community.

Temporary buildings on council public land (or other central sites) can be a solution. Rented portacoms, which are readily transported to the chosen site, suit this purpose and the number can be readily increased if demand grows.

Creating a reception role to manage the facility is important. This person can provide a point of contact for local people to express any concerns, as well as facilitate good relations between all the recovery agencies. Choosing someone personable, efficient and flexible will make these things happen.

Local Council usually implements and funds the establishment of a Hub village, and should discuss any cost sharing opportunities with a central government recovery agency, if one has been established.



Waimakariri Case Study -The Kaiapoi Hub

The Hub began life in January 2011, about four months after the main earthquake event when the RAC closed.

It was a village of portacom offices which grew on the parkland of Darnley Square in central Kaiapoi. The land was requisitioned by Council for the purpose, being ideally located next to the community centre which housed the RAC so that the transition from early to longer term recovery was seamless for the community...

The portacom 'village' housed Council infrastructure teams and the Social Recovery team including data management, communications and community development. Also on site were rebuild agencies and insurance company project managers, building inspectors and EQC and CERA representatives. . Hub meetings were held regularly to ensure good information exchange about recovery plans, policies and objectives.

Social impacts were always clearly in front of the lead players through the presence of the Social Recovery Manager at meetings.

Representatives of the main players in the regional recovery were then organised to have a presence. These were : CERA, The EQC, insurance companies and the construction companies undertaking the earthquake repairs for the insurance companies. As well, Council building consent personnel had a presence in the portacoms.

When impacted areas of Kaiapoi were red-zoned in September 2011 and CERA emerged as the lead recovery agency, the Council's Infrastructure Recovery Unit was disbanded, and the Hub morphed to serve a more diverse purpose.

Hub co-ordinator

The Council employed a part time Coordinator to manage the Hub and forge strong working relationships with the companies using it. Her role was pivotal in liaising between often upset residents and the company they wished to meet with. This Kaiapoi Earthquake Hub Coordinator also became CERA's representative in Kaiapoi which help streamline information and understanding between recovery agencies and for the community.

Often a WESS support coordinator was rostered to be present at the drop-in Hub to assist with advice and support, especially in the absence of the coordinator.

From the perspective of social recovery the establishment of this coordinator/reception service at the Kaiapoi Hub was a very significant move. It meant that people frustrated by trying to make contact with their insurance company, EQC and/or other agencies involved with the recovery via the 0800 telephone service could call at the Hub in person and have appointments organised for them.

Being accessible and available locally to listen to stories with empath and take action if needed, helped people manage their way through the recovery process.

Not only did this approach mean that people had improved access to recovery services, it also contributed to an improvement in relationships between these organisations as they chatted over morning or afternoon tea. The Hub Coordinator also organised regular BBQs which brought many agencies and council staff together and contributed to a team spirit.

Reports prepared in August 2012 by the Kaiapoi Earthquake Hub Coordinator show that from 16 September 2011 to 24 August 2012 the Hub had handled 2020 requests for appointments or enquiries.

KAIAPOI EARTHQUAKE HUB

Feedback Form

So that we can improve our service to you, please let us know any other providers that you would have found useful to see in the Earthquake Hub:

Finance – general banking & investment	<input type="checkbox"/>	Budget Advisers	<input type="checkbox"/>
Finance – Mortgage services	<input type="checkbox"/>	Tenants Protection Association	<input type="checkbox"/>
Real estate	<input type="checkbox"/>	Utilities providers (power, phone etc)	<input type="checkbox"/>
Property development	<input type="checkbox"/>	Fletcher EQB	<input type="checkbox"/>
Furniture removal companies	<input type="checkbox"/>		

Government agencies (please note who):

Other (please note who):

Do you have any other feedback about the Hub?

WAIMAKARIRI DISTRICT COUNCIL | NEW FOUNDATIONS | 0800 639 000

9.2 Long Haul Psychosocial Support

The primary objectives of psychosocial recovery are to minimise the physical, psychological and social consequences of an emergency and to enhance the wellbeing of individuals, whanau and communities. It is not about returning to normality. It is about facilitating positive adaptation to a changed reality, and will last for an indeterminate period, from weeks to even decades.

Providing long-term effective psychosocial support requires :

- Collaborative partnerships based on clear roles and responsibilities and effective leadership.
- Careful planning
- Good training and support for personnel at all levels and all agencies
- Engaged and informed communities
- Effective communication.
- Regular monitoring and evaluation.

The Waimakariri takes some pride in its adherence to these principles, particularly in its efforts to provide leadership, foster collaboration and plan carefully. Engagement with the community and support for community initiatives were actively fostered and became other significant factors in the District's successful social recovery.

The Waimakariri District Council Social Recovery Manager's role was in place for three years, and she facilitated the planning for return to BAU services through meetings with Social Service Waimakariri, ensuring that funding was available where necessary to increase capacity, and that services were in place to address the projected needs.

As an example, the PHO increased its Brief Intervention Counselling services (up to five free counselling sessions) and relaxed the criteria for access to it. It initially required a GP referral, but was modified so that community nurses and other health workers could make referrals.

The creation of 'You Me We Us' ensured that community driven initiatives continued to be supported and funded on an ongoing basis past the official recovery phase. This brought the community together to think and plan for the future it wanted.

*Framework for Psychosocial Support in Emergencies 2016
Ministry of Health*

redraw

Waimakariri Case Study : Local initiatives to support Psycho-social recovery over the long haul

- Worked closely with the Psychosocial lead agency to ensure consistency of information and to advocate for relevant, timely services for Waimakariri
- Worked closely with local, regional and national service providers through Social Service Waimakariri to plan a coordinated approach
- Housed the WESS support team in the Recovery Hub close to all other recovery services.
- Maintained regular visits in impacted areas by the Pastoral Care Team
- Continued identifying and responding to community needs through regular meetings and reporting sessions with all local providers in the psychosocial space. (The Social Recovery Issues and Solutions group met regularly in the Hub.)
- Widely advertised counselling services available, including the free Brief Intervention services available through the GPs. See Appendix 9 for an example of a brochure created to distribute psychosocial information in the community.
- Liaised with key social service providers who had sourced additional funding to expand their services, particularly in counselling. An important initiative was the provision of counsellors in schools for children.
- Worked with the local Social Services provider to channel funding for initiatives such as the Events Coordinator.
- Employed an Events Coordinator to provide opportunities for the community to get together regularly.
- Ensured that information about all aspects of the recovery was given openly and regularly to residents, even when it was bad news. Public meetings, newsletters, website updates, and leaflets were regularly provided.
- Worked with, and actively promoted, the “Alright?” campaign, developed by the CDHB, to educate and inform about getting through the stresses brought on by the earthquakes.
- Advertised the availability of the 0800 Earthquake help line with its link to, “Right Service, Right Time.”
- Allowed some verified groups to offer free massage therapies for staff working in the recovery space.
- Facilitated distribution of Red Cross Grants, Care Packs and other donated ‘goodies’ in the community.

Engaging with men in the psychosocial space after a disaster can be a challenge. Events which target “male” activities such as a fishing day out, create the opportunity for meaningful dialogue about dealing with stress. Especially if a trained counsellor is present to facilitate conversations in the informal setting.

In the Waimakariri, a male counsellor was proactive in creating opportunities for men to talk about the pressures they were feeling, and the ways they could manage their stress. He offered weekly courses for small groups over six weeks, both daytime and evening. He was also prepared to ‘drop in’ on someone who it was felt by WESS might benefit from attending the course, but who might need some encouragement to do so. His good humoured, down to earth approach usually dispelled any reservations.

The courses were initially free to participants, and later expanded to offer courses for women.

Local council supported the initiative by providing rooms in the RAC, and later, the Hub, for the courses to run.

WHAT MAKES
KAIAPOI FEEL
ALL RIGHT?



9.3 Financial Supports

As a recovery progresses, financial supports continue to be made available from a variety of sources, as efforts are made to mitigate the monetary impacts on impacted households.

The CDEM grants available in the first days and weeks are in place for as long as the civil emergency is declared. In the Waimakariri event where the administration of CDEM grants was handled by WINZ, the payments were reviewed within four weeks of the civil emergency being lifted.

Currently, the Regional and Territorial Civil Defence groups manage Emergency Accommodation for the first two weeks, after which WINZ grants may be available, or continued, to those still out of their own homes.

Some other agencies may provide financial assistance. Red Cross may offer a diverse and evolving series of grants to meet the needs of impacted households. These are usually targeted to meet specific costs not covered under a household's insurance. For example, grants were made available for such specific things as Displaced School Children, Relocation of a household, and Independent Advice after the Canterbury Earthquakes.

Service organisations such as Lions and Rotary often receive funds from their international counterparts in a disaster, and can make donations for specific assistance where requested. In the Waimakariri experience, where the Support Coordinators were drawn from the local community, a high level of trust already existed between the Service Organisations and the Coordinators so that requests for funds to assist householders with various supports could be processed quickly and confidently.

For the majority of households, any long term accommodation costs will be initially covered under their Contents insurance policy, up to a specified amount or period of time.

The Waimakariri experience showed that there is a large variation in the sum covered by an individual's insurance policy, and few were aware of what they were entitled to prior to the event.

Waimakariri Case Study: Grants available to householders in the Waimakariri

Temporary Accommodation Assistance

The Temporary Accommodation Assistance (TAA) was a Government response in Canterbury (including Waimakariri) to the on-going costs for those who were out of their homes for a long time and still had both rental and mortgage payments to make after their insurance cover was exhausted. It is still in place in this region. The Grant is administered under MSD through CETAS. Uninsured households are considered for the allowance on a case-by-case basis.

The TAA Grants are:

One person household \$180.00

Two person household \$275.00

Three or more person household \$330.00

The Assistance is in place in Canterbury until December 2019 to support those still out of their homes awaiting settlement or repair.

More information about the TAA is available at : www.quakeaccommodation.govt.nz

Freephone 0800 673 227 (Monday to Friday between 8am and 5pm).

Red Cross Grants

Following the Canterbury Earthquakes, Red Cross created targeted grants for a range of purposes, and with strict criteria, to disburse the money collected through their National and International appeals. (See list of grants created in Canterbury in the Appendix Their aim was to help people to meet costs which arise as a result of the disaster but are not covered by insurance.

The Grants were created in consultation with both Local Body and Community members of the impacted areas. The Commission governing the creation and distribution of grants in Canterbury consisted of elected members from Waimakariri, Selwyn and Christchurch Councils, as well as from Ngai Tuahuriri, working with Red Cross commissioners.

In the Waimakariri, advice about grants and all application forms were available from the RAC, and later, the Hub. The WESS team were kept up to date with all developments in grants through regular information visits from Red Cross staff, and assisted many people with Red Cross applications.

The Waimakariri District Councillor, who was part of the Red Cross Earthquake Commission, sought information from the WESS team about the problems households were finding and the kind of grants which would be useful to meet that need. Thus it was obvious there was a real desire on the part of Red Cross to disburse their funds in the most relevant way possible.

Other community organisations also carried Red Cross application forms, although most referred people to the Hub for guidance in application.

Good working relationships between WESS and staff processing grants in the Recovery Team in Red Cross, Christchurch, meant that a phone call could often sort out a delay or clarify a situation around an application. Forms were collected from the Hub on a regular basis and couriered to Red Cross.

Other Grants available in the Waimakariri.

The Waimakariri Mayoral Relief Fund.

This existed pre earthquake and assisted constituents in 'normal' times with things like power bills, buying winter wood, school uniforms etc. After the earthquakes, as well as still funding these usual costs, it became an important asset in funding bonds and rent-in-advance for households who had no other means of paying what had become large sums. Depending on circumstances, the grant did not have to be repaid.

The Waimakariri Mayoral Earthquake Emergency Fund:

The Mayoral Earthquake Emergency Fund was created from money donated to the WDC (mostly by Mainpower). It was first administered as an emergency grant of up to \$500 at the Welfare Centre, then later became a grant of \$250 to assist people with earthquake related costs such as emergency repair fees or materials. (See example Application Form in the Appendix)

Oversight of the Grant was by three local Elected Members and Council staff, and grants were made to individuals on a case by case basis following an interview. In the long term, not every applicant went through the interview process, especially where the application was supported by a social service such as WESS. Initially, Councillors met on a needs basis to consider applications, but later they met only monthly. Sometimes this latter time frame for notification of success or not could be a frustration when money was needed immediately for an emergency purpose.

When reviewed, there was some criticism that record keeping could have been more structured in the administration of the initial emergency grants at the Welfare Centre. This led to procedures being more formalised for the on-going disbursement of funds.

A Debtors' database was established and a spreadsheet and applications used. The applications were crossed checked to the database by name and address.

They were one-off grants only. Households could only apply once for assistance.

The last grant under this scheme went out in March 2014, and the panel was disestablished

“Organisations such as Lions or Rotary, made generous donations and small community Trusts could be applied to for funding. These were a godsend because they could often fund things quickly, such as breaks away for stressed families, that didn't fit the criteria of other, larger providers. They also donated practical things like petrol vouchers which could be distributed as needed, not only to householders in financial stress, but also to volunteers who offered transport and assistance with moving households.”

Team Leader, Waimakariri Earthquake Support Service

9.4 Community Development

Investing in community development during social recovery is extremely important. Supporting existing groups and networks as well as assisting emerging groups has been shown to increase community capital and capitalise on existing strengths following a disaster. The role will largely be a reactive one to begin with, responding to the needs of recovery and recovering organisations.

Many organisations will have lost premises or personnel, and be struggling to carry on their sport, club activity or services. These things are the 'social infrastructure' that help communities work in business as usual and it will be these places that people turn to first following a disaster for advice and support, as they are known and trusted to the impacted community.

The community development role is likely to initially focus on the following:-

- assisting groups with funding applications, writing letters of support for them, or linking them to other organisations with whom they can share premises or resources.
- supporting community initiatives such as community lunches, or other events to get off the ground.
- The community development function should work hard to remove 'road blocks' to allow community-led initiatives to flourish. These may look different to what normally happens, new leaders will emerge, and new groups will emerge. Council community development advisors should work with them to ensure they are guided to meet 'real' community needs and co-ordinate with other work going on.
- Community-led initiatives are incredibly important as they empower community members to 'do something useful' for their fellow citizens in their hour of need. And with or without 'official' permission they are likely to do the work they plan to do anyway! Working with them is far preferable to working against them.
- Mapping of services to identify what is available, what gaps exist and what new services may be needed, will be an important way of creating a picture of a community's capacity post disaster, and of prioritising projects.

The Community Development role requires a person who is well connected, flexible, adaptable (as things change constantly in the recovery space) and out-going. (See job application in the appendix 10). The 'right' person could be drawn from an existing Community Team, or from another community provider, or in fact from the impacted community, as they will have a wide range of networks and connections, as well as a passion for their community to do well.

The Waimakariri experience showed that it takes time for the community to have the energy for planning very far ahead, and a community development role with a future focus may not be truly workable for some time after the disaster, it is important however that they are on the working on the ground early in the recovery to focus on short term community development functions. Council may choose to fund this role or funding may be available through the Department of Internal Affairs for the role, or through a philanthropic trust.

Waimakariri Case Study – Community Development in action

The Waimakariri Earthquake Community Development Team was in place, on the ground from Day 1 of recovery. Seconded from the Council's community development team, they had existing connections and relationships in the impacted communities, and with the social service and not for profit sector within the wider district. There were many and varied tasks that arose based on the changing needs of the communities, especially around Government announcements regarding land zoning and what would happen next. One of the keys to success was that they were based at the 'Hub' and therefore were close to the impacted community and their unique needs. The Community Development team played a 'project management' type role that was able to respond quickly to new and emerging needs identified by the community.

Examples of some of the work the Community Development team did are :-

- Distribution of offers of help. For example, Tauranga "adopted" Kaiapoi/Pines and Kairaki, and sent down care parcels, oranges, holiday offers, all manner of things which the team ensured got dispersed widely amongst community organisations.
- Organising informal community get-togethers for information and conversations. (Including, three years into the recovery, a workshop facilitated by Community Development Guru, Peter Kenyon, where the community did some visioning work around what they wanted to retain, what they wanted to change, and what they could be involved with)
- Establishing a time bank which was then picked up by a community organisation.
- Contributing to local Recovery publications and newsletters, websites etc., ensuring community information was accessible and spread widely
- Advocating for Social Recovery meetings and forums.
- Creating a "how to" guide-sheet for funding applications for use by community organisations.

As its legacy, the Community Development team facilitated the creation of a community development group as part of its exit strategy. "You Me We Us" continues to this day to facilitate events and displays in the local area. It is now an independent trust run by the local community, employing a part-time coordinator, and is a valuable legacy of the Waimakariri Earthquake Community Development role.

“We had lots of plans for the Waimakariri Community Development, but it was not possible to get them off the ground initially, the community just wasn't ready until about 18 months into the role. Until then it was a matter of being reactive, getting behind organisations and supporting them to source funding for what they wanted to do. For example we helped a local trust apply to get larger kitchen equipment so they could increase their community lunch programme.”

Earthquake Community Development Advisor, Waimakariri EQ recovery.

Waimakariri Case Study Rubble Rousers –Community Development in action

The Rubble Rousers were a group consisting of interested members of the community and two members of the Kaiapoi Community Board that formed earlier in 2012 to bring colour and temporary improvement to vacant land spaces in Kaiapoi created as a result of the Canterbury earthquakes. One of the Earthquake Community Development advisors acted as secretary for the group.

Rubble Rousers' motto was "colouring Kaiapoi with promise" and the objective was similar to the Christchurch GapFiller and Greening the Rubble groups from which they took guidance.

Rubble Rousers undertook a number of localised projects in Kaiapoi; including mural and flowers on the main street, artwork at a central damaged Church site and a letterbox sculpture on a prominent town corner created from boxes retrieved from uninhabitable homes.

Who was involved:

- Kaiapoi Community Board
- Kaiapoi Promotions Association
- Waimakariri Arts Trust
- Rangiora Menzshed
- Kaiapoi Menzshed
- Kaiapoi High School
- Kaiapoi Baptist Church
- Lions
- Rotary
- Creative Arts Group
- Range of local businesses
- Waimakariri District Council



Key things to consider for community development post disaster

- Put community Development resource in early in the recovery – they will play a vital role in ensuring that existing capability is supported and assisted to continue to meet the communities needs
- Actively engage and support existing networks that are functioning in an impacted community.
- Support community-led initiatives to establish. Co-ordinate and work with them to ensure that their work is meeting real community need and linking in with other work happening so there is not duplication
- Be on the ground, and responsive and reactive to changing community needs
- Support Residents Associations/community recovery committees to ensure there is a strong voice between the impacted community and recovery agencies
- Think about the longer term community development – how are you going to facilitate action to help this community think about its changed future going forward?



citizens in their hour of need. And with or without 'official' permission they are likely to do the work they plan to do anyway! Working with them with is far preferable to working against them.

- Mapping of services to identify what is available, what gaps exist and what new services may be needed, will be an important way of creating a picture of a community's capacity post disaster, and of prioritising projects.

The Community Development role requires a person who is well connected, flexible, adaptable (as things change constantly in the recovery space) and out-going.

(See job application in the appendix 10).

The 'right' person could be drawn from an existing Community Team, or from another

“In an emergency situation most people are comfortable in accepting support from agencies, or in accessing support that is on offer. But there is also a significant number who do not take such steps. Sometimes it is because they believe that others “are much worse off than me” or it can be just that they are not comfortable accepting assistance, having always been self-sufficient, independent people. Yet another group may be over-whelmed by the situation they find itself in, and wish only for it “to go away,” without taking any proactive steps themselves. The Pastoral Care team is vital in identifying such households, and linking them to the one on one support service.

Team Leader, Waimakariri Support Service

9.5 Reaching Out - Pastoral Care Team

A Pastoral Care Team is usually made up of members from faith based communities who are comfortable making regular visits to households in impacted areas. Sometimes they just provide a listening ear over a cup of tea, sometimes they become aware that a household is struggling and in need of further assistance from a support agency.

A coordinator to manage the roster of team members may be needed, and appointed via an application process with interviews. Funding for the position can be sourced by the "home" church from the Disaster relief fund, if one exists, or from another funder such as the Todd foundation.

The visits should be documented so that there is an overall plan which means return visits are timetabled to different areas and made every five or six weeks. Council can provide enlarged maps on

which houses to be visited can be easily identified. Working in pairs, volunteers can visit up to thirty households over a two or three hour outreach.

Using a door-knock form, (see example in appendix 11) which can be adapted over time according to need or purpose, is important. It provides a record of visits, and the basis of the computer data entry. Council may maintain the computer database record of these visits, or at least a spreadsheet should be kept.

It is advantageous to have the Pastoral Care team meet on site, as part of the Recovery Hub, and to be closely connected to the one on one support service. The team will be of immense value also in dispersing information about new developments or up-coming meetings, or in helping to conduct surveys of well-being.

Waimakariri Case Study- Door- Knocking and Pastoral Care

Door knocking was a vital initiative from the early days of the RAC. Large numbers of people, many from faith-based communities in the District but outside the main impacted area, offered to visit households.

The effectiveness of door-knocking as a means of identifying the needs of the community was recognised by the Social Recovery Manager who embraced the offers and initiated the process for regular outreach visits. Dates and areas were identified, a call for volunteers sent to churches and other organisations throughout the District, and people would gather at the RAC meeting room at a specified time. Council supplied maps, explained the expectation of conditions, and, after a safety briefing from the RAC Advocacy Team leader, people were sent off in pairs to knock on doors in designated streets. Having clear maps and an organised approach was vital to the success of the exercise.

Information collected from the door-knock was summarised on the Council database by a part-time council worker employed for a few extra hours per week for the purpose. As well as managing the data, she kept records of the streets visited and the timeline of return visits.

Any serious psychosocial concern was passed to the Advocacy (later WESS) team for follow up. In the early days the feedback from the door-knocks identified infrastructure problems as well, allowing council teams to respond quickly to any individual serious sewerage or flooding issues.

Eventually, Council provided high-vis vests and lanyards with identification tags for the pastoral care team.

Because it was seen as an effective tool to assist in psychosocial recovery and would be a long term strategy, a decision was eventually made early on to appoint a part-time Pastoral Care Coordinator to manage the on-going teams of outreach volunteers.

A local church was supported to apply to The Government Earthquake Recovery Fund for Coordinator wages. An application process with interviews was held. The appointee was an existing member of the outreach team who took over liaison with the Council for maps, debriefing the volunteers, and handing on any requests for follow up to the WESS team. The WESS team leader met with the Coordinator after every scheduled outreach visit to review the findings.

For the three and a half years it was operating the team continued to locate people requiring assistance or support.

As late as March 2014 (four years after the event) it was reported to the Kaiapoi Community Board that the Pastoral Care Team were still knocking on approximately 50 doors each week.

During its time, The Pastoral Team also became an important source of dispersing information about up-coming meetings, events, or new supports. In this way they became an invaluable tool for communicating with residents.

Several other groups from outside the immediate area occasionally door knocked within the Waimakariri area (such as Salvation Army or Red Cross).

Relationships were managed with these groups amicably over a cup of tea so that the structured approach being taken to outreach in the Waimakariri could be explained.

Without exception this was accepted by the groups, who were then happy to report any planned activity to the Hub and ensure they weren't doubling up on visiting areas before they went out.

Also there was agreement to bring back to the WESS the name of any household they were planning to assist, to check whether support was already being received. In the finish, the Salvation Army offered valuable outreach and assistance through their coffee van which they parked on street corners or in supermarket carparks.

Key things to consider when setting up a pastoral care team

You'll need:

- a database or spreadsheet to manage information collected.
- a question form to be filled in by each household. It can be adapted to meet changing needs as time goes on.
- to organise funding for the Pastoral Care Team Coordinator if it becomes an on-going commitment. (Work with a local NGO or church to channel the funding)
- to have a set of fluoro vests and lanyards for the team.
- to set up a training session for volunteers around best door knocking practice. Agencies such as Red Cross and Salvation Army have good guidelines about such things as keeping yourself safe, how to diffuse a challenging situation.
- training which is respectful of the fact that many in faith based communities have been door knocking for years, and don't need to be taught 'how to suck eggs'
- to ensure door knockers debrief at the end of each out-reach. (With the Outreach Coordinator if one is appointed)
- to have liaison with a Support or Navigation service, or another appropriate agency, who can follow up with identified households.
- to keep the Outreach teams informed about what follow-up has occurred from their previous work.
- to have a systematic outreach programme to ensure the whole district is covered. Council can provide maps, and these can be marked clearly so that each person knows the streets and households they are visiting. A record can be kept so that revisits can be done at timely intervals.
- To foster collaboration with any other organisation wishing to outreach in the area so that a coordinated collection of information is maintained.



Pastoral care team leader about to distribute donated baking.

9.6 Community Events

It is well documented that organised events after a disaster are an important contributor to the recovery of well-being in a community. Social events serve not only as a source of entertainment in difficult times, but also as a means of bringing the community together and maintaining a sense of connectedness.

Events which cater for all ages, from children to adults, is the ideal goal. Sometimes it may be necessary to think laterally to provide activities for groups of society which may not otherwise be engaged in wellbeing initiatives. One successful example from the Waimakariri experience was the organisation of a "Boys Only" fishing trip where men could get together and share their frustrations or express their stress in an informal setting. A trained male counsellor, as a participant in the event, facilitated informal conversations during the day out.

The Events Coordinator role can be managed by a local Social Service Provider.

The Waimakariri Coordinator was funded from applications to the CECR fund every six months by Wellbeing North Canterbury, the District's largest social service provider.

Qualities to consider in the appointment of an Events Coordinator

- Familiarity with the district, and community
- Experience in events organisation, or strong administration skills
- Ability to market an event
- Ability to work with a range of community and recovery agencies

An Events Coordinator is key to the successful running of events, and should be appointed early on. In the Waimakariri experience, a Coordinator was appointed a month after the September 2010 Earthquake, and remained in place for two and a half years. The events organised in the first few months after the disaster proved to be the most well-attended

The local social service provider managing the Coordinator role can also manage the funding for the events themselves. Post disaster, a range of community funders are often happy to provide support for such events. Early events in the Waimakariri came from funding sourced from the CECR fund, and later from funding given to Wellbeing North Canterbury by the Todd Foundation.

Creating a brand under which to market the events is important. It gives a sense of continuity and recognition for the activities.

Because feedback to the funder is required to obtain ongoing support, it will be important to conduct occasional feedback surveys with those attending.

Marketing of an event can be challenging in a post-disaster situation, and as many different means as possible should be considered.

“One of the important things is finding good ways to promote events. Wider promotion would have helped to increase attendance even further. But marketing of events is a challenge when people are focussed on recovering their properties and lives.”

Waimakariri Events Coordinator

Waimakariri Case Study – Events Coordination

The Events Coordinator appointed in Waimakariri was a person who was already well connected in the District. She had had a key role managing a major annual art exhibition in Kaiapoi for a number of years, and worked full time as a sports administrator at a large high school.

The events organised ranged from small street parties to large youth and community activities. The aim was to provide local events which were affordable, safe and fun for children, young people and families of the Kaiapoi community.

Examples of events offered were: a garden tour and high tea for the elderly, a family friendly Zumba evening, a Buskers afternoon, and a variety of Neighbourhood BBQs.

Within the first 24 months over 3500 people from Kaiapoi and the wider Waimakariri area had attended various events.

All events used local venues and, where possible, local resources and people. All events were either free or entry by gold coin donation.

Volunteers from churches, youth groups, community board members, community groups and individual local residents helped with supervision, promotion and organisation of some of the larger events.

Every event funded through the CECR fund was promoted under the brand, Rise Up Kaiapoi Community Events. This created a unity between all the events and provided a name people could recognise and trust. As reported in feedback, people felt comfortable attending Rise Up Kaiapoi Community Events.

Often, events were able to link in with other activities that local groups or Council were running to support the community.

Events targeted at elderly, children and youth were the most well-attended and had large numbers present. Attending numbers were strongest in the few months immediately after the September 2010 earthquake, and at events run during the summer of 2012, two years after the event.

Comment from feedback forms filled in by various age groups was positive. Those attending the events reported finding them, “valuable and enjoyable,” and, “a great way of keeping connected with the community.”

Marketing of events in the Waimakariri was done through every means – social media and the Recovery Website, “New Foundations,” letter box drops, local newspapers, Council and Cera newsletters and pamphlets, as well as in school newsletters. Posters were placed on the centrally located Recovery Noticeboard, and in shops. The Pastoral Care team also helped spread the information as they did their rounds.

Some events created during the period that the Events Coordinator was in place have now been taken on by other community groups, and are still being coordinated and funded, particularly under the stewardship of the community development group, “You Me We Us.”

Cera recognised the importance of community led events and developed a strategy to support hosting and facilitating events or occasions to help connect communities, providing information and resources to increase understanding of particular groups and investing in community leaders.

9.7 Temporary Accommodation

It is considered best practice and the best option for families to remain in their own place of residence if it is safe to do so after an emergency.

For some households, however, alternative accommodation may be necessary. Under the newest Welfare Services Directors Guidelines 2015, shelter (generally 2-3 days) and Emergency Accommodation (generally up to 2 weeks), is the responsibility of the CDEM group/Territorial Authorities, along with MBIE.

MBIE is particularly responsible for the planning and provision of longer term Temporary Accommodation.

The Canterbury Earthquakes provided a sharp learning curve for householders in understanding what was written in their insurance policies. It was a surprise to many that payments for temporary accommodation after an emergency, if they had it, was covered in their Contents insurance, not their House insurance.

Thus, after the earthquakes in the Waimakariri, there were some who found themselves well looked after by their insurance company, who homed them in Motels. Bed and Breakfasts or private accommodation for long periods of time, while others learnt to their shock that they weren't covered for temporary accommodation at all.

CETAS – Canterbury Earthquake Temporary Accommodation Service

In response to the high number of displaced people after the Canterbury Earthquakes, CETAS (a partnership between Ministry of Business, innovation and employment AND MSD) was created to manage temporary housing in the greater Christchurch area, including Waimakariri.

CETAS also managed the Temporary Accommodation Assistance, a payment for people who now found themselves with both a mortgage and rent and the Support Coordination Service.

The aim was to give people one point of contact for assistance, rather than having to deal with a range of government agencies.

CETAS was therefore the centralised service for matching displaced people with accommodation offers from landlords, real estate agents, and private households (some of whom offered their holiday homes as temporary accommodation for example). Later in the recovery they also matched people to the Temporary Villages

There were three points of contact with the service:

- Via an 0800 number
- Via a website
- Face to face at an Earthquake Hub or central CETAS office

CETAS had representatives in the Waimakariri RAC, and later, the Hub, so that temporary accommodation and the Accommodation Assistance grant.

As well as the formal service offered through CETAS for matching people with accommodation, there were many informal offers from locals in the Waimakariri.

People approached the RAC or Hub, or the WESS team with offers of sleep-outs or spare rooms, and, sometimes, houses. Where local knowledge could confirm that it was a genuine offer, these were passed on directly to householders looking for temporary accommodation.

Some people were more comfortable with this informal, local process rather than listing with a Government service.

Because of the very high demand for temporary houses, some rents became exorbitant. Some people were able to let out their houses and move away for an extended holiday to capitalise on the high rents. This is part of the reality, the WESS team worked directly with householders to help find suitable accommodation solutions.

The Temporary Villages

When it became clear that temporary accommodation was going to be a long term requirement, temporary villages were created under special legislation by Cera.

The goal was to try and manage the peaks of supply and demand and to offset the very high rents being charged in the private sector.

Rents for houses in the village were aligned with the Temporary Accommodation Assistance and thus helped many people without other means of financing alternative accommodation.

Some people had had to move several times previously because of the high demand for private sector rentals, so the villages supplied some certainty of tenure.

The Villages were managed by MBIE, who appointed an external Rental Agency to manage the tenancies and rent payments. The tenancies were treated as normal agreements, with contracts, bonds, and weeks paid in advance.

Waimakariri Case Study:

The Temporary Village in Kaiapoi was established on an area of Council owned reserve land - the Domain - under an order in Council which allowed for the short term construction of 22 houses. These were a mix of 2, 3 and 4 bedroom dwellings.

It occupied one corner of the domain, allowing the rest of the land to be available for recreational use.

The Village was fenced and patrolled regularly by Government funded security services (who also patrolled the cleared Red Zone areas), and operated for the most part without incident.

Funding for the construction of the houses was via Government, and they were built with ease of removal in mind.

Although stays in the village were planned to be short term – 12 weeks was the average length of stay-, some people with complicated rebuilds or repairs found themselves living there for up to 3 years.

The Kaiapoi Village was especially important because it allowed children to continue attending their local schools while repairs to the family home took place, and also allowed elderly residents to remain close by and connected to their town.

As demand in the Waimakariri dropped, the houses were used by people from the Christchurch area.

The houses were sold once the need for accommodation had been met, to a mix of social and private buyers.

“The houses have been sold and the Domain remediated and returned to Waimakariri District Council (WDC). 5 houses were sold to the Christchurch Methodist Mission for social housing purposes, 5 were sold to Scenic Hotel for tourism accommodation on the West Coast, and 12 were sold to a commercial buyer. Sales resulted from an MBIE open market Request for Information process that identified reuse purposes”

.Temporary Accommodation Fact Sheet www.quakeaccommodation.govt.nz

The land in the Domain is once again used as public space.



GLOSSARY OF TERMS AND ACRONYMS

BaU – Business as Usual

Case Management - 'Case management' refers to a coordinated approach to service provision, ideally through one or just a few points of contact. It has been defined as 'a collaborative process of assessment, planning, facilitation and advocacy for options and services to meet an individual's holistic needs through communication and available resources to promote quality cost-effective outcomes' (<http://www.cmsa.org.au/definition.html>). It stands in contrast to an approach where the individual identifies and chooses different service providers, for different issues, with little overall integration or coordination. This can lead to gaps in service provision and duplication of effort.

CDHB – Canterbury District Health Board

CDEM – Civil Defence and Emergency management

CERA - Canterbury Earthquake Recovery Authority

CETAS – Canterbury Earthquake Temporary Accommodation Service

CPH – Community and Public Health

DIA – Department of Internal Affairs

EOC - Emergency Operations Centre

EQC - Earthquake Commission

ERC - Earthquake Recovery Committee, comprising Waimakariri District Council's elected Councillors and Kaiapoi Community Board Chair.

HNZ – Housing New Zealand

LGA – Local Government Act

MBIE- Ministry of Business, Innovation and Employment

MCDEM – Ministry of Civil Defence and Emergency Management

MOE – Ministry of Education

MOH – Ministry of Health

MSD – Ministry of Social Development

NGO – Non-government organisation

PSUSI – Presbyterian Support Upper South Island

RAC - Recovery Assistance Centre, located in the council's Community Centre in Sewell Street Kaiapoi, and later became 'the Hub'.

Red Zone/Red zoned – Refers to geographic areas designated by government to be unsuitable for housing

Resilience – Often seen in a positive light, resilience can be defined as a system's ability to 'bounce back', 'cope' with new conditions, or 'thrive'.

Response phase – pertains the immediate aftermath of disaster before functionality has been restored.

FPK – Te Puni Kokiri

TLAs - Territorial Local Authorities (TLAs)

VBRRRA - Victorian Bushfire Reconstruction and Recovery and Authority

WDC – Waimakariri District Council

WESS – Waimakariri Earthquake Support Service

WINZ – Work and Income New Zealand

WNC – Wellbeing North Canterbury

Use the following checklist to consider cross-council roles in community recovery:

Cross-Council community engagement review

Pre-disaster

- Governance mechanisms are clearly described and understood across council and by partners
- Agreements and protocols with partners are prepared and up-to-date
- Relationships with community recovery committee(s) are clear
- Adequately skilled people are identified, inducted and trained and available to implement community engagement
- Facilities and resources are available for community engagement

Post-disaster

- Governance mechanisms and agreements and protocols with partners are reviewed
- The community engagement function is included in the Recovery Management structure
- Community engagement strategies are developed with clear objectives
- Local communities are adequately informed of community engagement events and activities
- Geographic and demographic characteristics of local communities are taken into account, including tailored response to vulnerable populations
- Community engagement activities are resourced, monitored and refined

Figures

- Figure 1: Response to Recovery activation
- Figure 2: The Markham model – understanding Council’s role in recovery
- Figure 3: The WDC initial recovery structure September 2010 (week 1)
- Figure 4: Waimakariri District Recovery Planning document
- Figure 5: Outline of Recovery decision making structure
- Figure 6: Waimakariri Social Recovery Programme and linkages
- Figure 7: Psychosocial Phases of Recovery
- Figure 8: The IAP2Spectrum of participation (www.IAP2.org)
- Figure 9: Psychosocial triangle (adapted from IASC (2007))