

# Recovery Management

**DIRECTOR'S GUIDELINES FOR CDEM GROUPS [DGL 4/05]**



Te Rākau Whakamarumaru

Ministry of Civil Defence  
& Emergency Management



## **Recovery Management**

### **Director's Guidelines for CDEM Groups [DGL 4/05]**

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#### **Authority**

This guideline has been issued by the Director of the Ministry of Civil Defence & Emergency Management pursuant to s49(3) of the Civil Defence Emergency Management (CDEM) Act 2002. It provides assistance to CDEM Groups in the development plans as required under s17(e) of the Act and CDEM Groups are required to take account of this guideline in their planning (s53(2)).

The Ministry consulted substantially with local government representatives, CDEM Group Recovery Managers, Recovery Coordinators and government agencies in producing this guideline (DGL 4/05).

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# **Recovery Management**

**Director's Guidelines for Civil Defence Emergency Management (CDEM) Groups (DGL 4/05)**

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## Foreword

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John Norton  
Director

In 2004, the Ministry of Civil Defence & Emergency Management (MCDEM) published *Focus on Recovery*, a framework for recovery planning and management in New Zealand for local government, Civil Defence Emergency Management (CDEM) Groups and government departments. *Focus on Recovery*, in combination with lessons identified from CDEM emergencies in 2004 and the International Recovery Symposium held in Napier in July 2004, provided an opportunity to develop a guideline for recovery management in New Zealand.

For the first time a comprehensive attempt has been made to identify the various components of recovery (and the elements within each component) to provide a basis for recovery planning at the national, CDEM Group and local level.

This guideline contains the potential to substantially improve the ability of New Zealanders to recover from the impacts of disasters. It depends above all on building strong relationships between agencies, community groups and business through the planning process. This guideline provides a framework for coordinated recovery planning across New Zealand while allowing CDEM Groups to reflect their regional priorities and characteristics.

I wish to acknowledge the positive involvement and levels of commitment that the Ministry has encountered in producing this guideline and look forward to continuing to work with CDEM Groups as together we improve New Zealand's resilience to emergencies.

A handwritten signature in black ink that reads "John Norton".

John Norton  
Director: Ministry of Civil Defence & Emergency Management

## Executive Summary

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The purpose of this guideline is to provide a coordinated framework for recovery planning and management in New Zealand. It is to help CDEM Groups understand recovery so they can develop effective CDEM Group recovery plans. The guideline identifies all the components as well as pre- and post-event recovery activities and is designed to provide practical advice for developing recovery plans.

An essential component of this guideline is an integrated and holistic recovery framework. Sitting alongside this are the 4Rs of reduction, readiness, response and recovery. Recovery activities do not happen in isolation. Recovery is a process that is inextricably related to the other 3Rs, the environments within which recovery happens and all other emergency planning arrangements.

For recovery activities to be effective a management framework is required that incorporates management from national to local levels. This guideline focuses primarily on CDEM Group recovery management arrangements. However it is expected that local authority plans will mirror the CDEM Group plans and the CDEM Group plans must link with national level planning. Key components of CDEM Group recovery management are a Recovery Manager, a recovery office and specialist task groups.

Recovery activities start while response activities are still in progress. The priority actions for each are different; however decisions made during the response phase will have a direct influence on the recovery action plan. The transition from response to recovery is a process that needs to be carefully planned, documented and communicated.

The focus of recovery planning is the holistic regeneration of the affected community. Central to recovery planning is the involvement of the community in decision-making and action planning. Post-event, a community will require support to participate in the recovery process. One way of doing this is by setting up recovery centres, or one-stop-shops, which will be run in partnership between the CDEM Group, local support agencies and government departments.

It is essential that any planning and decision-making is based on reliable data from impact assessments. This guideline provides an example of an impact assessment framework. Data collected will need to be stored, collated and analysed. An information management system will be required for this to be done effectively and should already be established and functioning. One of the outcomes of this data collection will be reports that document the emergency from the impact through to the end of the formal recovery phase.

The most important component of recovery is communication, especially communication with the community. Pre-event, communication with the community is mostly educative, preparing them for when an emergency happens. After an event, communication will be essential to keep the community informed of the recovery process. For communication to be most effective a Public Information Manager needs to be appointed and a communication plan developed. As with any communication plan, the media will be an integral consideration.

It is essential to capture the learning following an emergency. One of the best ways to do this is to conduct organisational debriefs during the recovery phase. Outcomes of debriefing will be to develop an action plan that identifies any amendments, changes or additions to the CDEM Group plan and a programme to meet identified training and exercise needs.

The final component is the development of an exit strategy. The exit strategy is a systematic plan of action to withdraw formal recovery assistance from the recovery centre and transition to business-as-usual whilst allowing the community to continue their own recovery processes.

This guideline provides a range of practical advice, templates and examples covering the key components outlined above, to help CDEM Groups develop the recovery component of their plan. It is anticipated that CDEM Groups across New Zealand will have recovery plans that reflect best practice

and which are consistent and integrated to ensure the best possible support for any community recovering from an emergency.

It is important to note here that:

*Recovery Management: Director's Guideline for CDEM Groups* [DGL4/05] supersedes *Recovery Planning: Information for CDEM Groups* [IS5/04].

## **Key Messages**

Recovery plans as part of the CDEM Group plan are a statutory expectation.

Recovery planning considers all opportunities to reduce the risks from future emergencies.

CDEM Groups appoint a Group Recovery Manager and an alternate.

Local authorities appoint a local Recovery Manager and an alternate.

CDEM Groups set up a recovery office following an emergency.

Response and recovery activities are aligned.

Actively involve the community in recovery planning.

Conduct vulnerability assessments pre-event to understand the likely consequences of impacts.

For recovery management undertake an impact assessment post-event, based on actual damage as surveyed during the response and early stages of recovery.

For optimum recovery information management and decision-making use existing information systems rather than deploying new ones.

Pre-event information systems must be part of a robust business continuity management regime.

Appoint a Public Information Manager.

Develop a media strategy/communications plan.

Following an emergency hold organisational debriefs that include all agencies involved.

Undertake a full review of plans and arrangements to promote organisational learning.



# Introduction

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This guideline has been produced to help CDEM Groups understand the multi-faceted nature of recovery and to further develop the recovery component of their current CDEM Group Plans, which are a statutory expectation.

The CDEM Act 2002 requires CDEM Groups to coordinate plans, programmes and activities related to CDEM across the areas of reduction, readiness, response and recovery (4 Rs) and encourages cooperation and joint action within regional groups. Specifically s17(e), CDEM Act 2002 requires CDEM Groups to carry out recovery activities as one of their functions. The Act defines recovery activities as –

‘Activities carried out under this Act or any civil defence emergency management plan after an emergency occurs, including without limitation, -

- (a) the assessment of the needs of the community affected by the emergency
- (b) the coordination of resources made available to the community
- (c) actions relating to community rehabilitation and restorations, and
- (d) new measures to reduce hazards and risks.’

*Recovery Management: Director’s Guideline for CDEM Groups* builds upon the Ministry’s publication *Recovery Planning: Information for CDEM Groups* [IS5/04], *Focus on Recovery* [IS5/05] and the *NZ Recovery Symposium 04 Proceedings* by providing a comprehensive guideline on the structures and operational context of recovery management as well as the planning requirements for developing a CDEM Group recovery plan. Each CDEM Group has the flexibility to develop plans specific to their needs.

## How to Use This Guideline

This guideline begins with **Part 1 - Putting Recovery into Context**. For additional information on the context, readers should see *Focus on Recovery* [IS5/05]. Part 1 provides:

- the definition of recovery
- an overview of the components of recovery
- the recovery planning process
- an explanation of the 4Rs –reduction, readiness, response and recovery
- an introduction to recovery for all CDEM stakeholders

**Part 2 - Recovery Management Structure** provides an overview including the structures at local, CDEM Group and national level.

The remainder of the guideline focuses on **seven key functions**. Within each of the seven key function sections, pre-event recovery planning and post-event recovery management actions are outlined for those involved directly in planning, delivering, coordinating or managing recovery activity. Essentially, these sections create a process which can either be dealt with sequentially or non-sequentially in line with the Group’s planning process.

## Key Message

Recovery plans as part of the CDEM Group Plan are a statutory expectation.

# 1 Putting Recovery into Context

## 1.1 Defining Recovery

Recovery is defined as:

*The coordinated efforts and processes to effect the immediate, medium and long-term holistic regeneration of a community following a disaster<sup>1</sup>.*

Recovery is a developmental and remedial process encompassing the following activities:

- minimising the escalation of the consequences of the disaster
- regeneration of the emotional, social and physical well-being of individuals and communities
- taking opportunities to adapt to meet the physical, environmental, economic and psychosocial<sup>2</sup> future needs
- reducing future exposure to hazards and their associated risks.

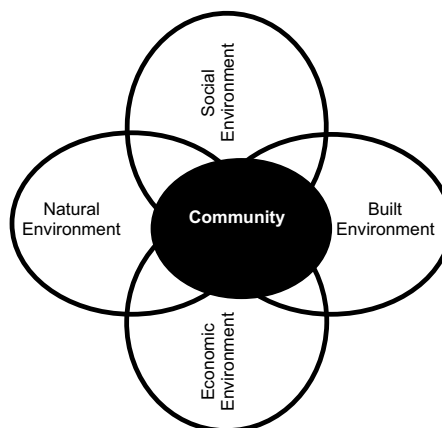
The establishment of recovery activity begins immediately after the impact of an event and works in parallel with response activities.

## 1.2 The Components of Recovery

After a disaster, affected communities depend on an effective and efficient recovery process. Recovery is a complex social process and is best achieved when the affected community exercises a high degree of self-determination<sup>3</sup>. Recovery extends beyond restoring physical assets or providing welfare services. Successful recovery recognises that both communities and individuals have a wide and variable range of recovery needs and that recovery is only successful where all needs are addressed in a coordinated way. Recovery is a process that will certainly last weeks and months but may extend for years and possibly decades. Organisations involved in recovery will need to recognise the commitment required to resource (both human and material) as well as the provision of business as usual services during medium and long term recovery.

A holistic and integrated framework is needed to consider the multi-faceted aspects of recovery which, when combined, support the foundations of community sustainability (see **Figure 1**). The framework encompasses the community and the four environments: social, economic, natural and built. Recovery activity (the central oval in black) demonstrates the integration between the community and the four environments. For additional information see *Focus on Recovery* 2004, written and published by MCDEM.

Figure 1: Integrated & Holistic Recovery



<sup>1</sup> MCDEM (2004) Focus on Recovery, MCDEM

<sup>2</sup> Psychosocial refers to the psychological and social needs of individuals as part of a community.

<sup>3</sup> MCDEM (2002) Recovery Plan, Part 2, National Civil Defence Plan, MCDEM and EMA (1996) Disaster Recovery, Australian Emergency Manual, EMA, Australia, p. ix

## 1.3 The 4R's – Reduction, Readiness, Response and Recovery

Comprehensive risk management means dealing with all our hazards, both natural and technological, through the 4Rs of reduction, readiness, response and recovery<sup>4</sup>. Recovery from a disaster is most effective when planning for recovery is embedded within the remaining 3Rs of risk reduction, readiness and response. This process also promotes a holistic approach to recovery, which considers both the diversity of community needs pre-event and the opportunities that exist post-event to reduce future hazards and their associated risks.

### 1.3.1 Reduction

When a community is recovering from a disaster there are opportunities to reduce the risks from future events. For example, if buildings have been destroyed, opportunities exist to avoid building in the hazard-prone area, or to build in a way that better addresses the relevant risks. Similarly, if a community has suffered significant losses because of economic or social factors (such as a lack of insurance), assistance can include incentives to address their vulnerabilities.

### 1.3.2 Readiness

Readiness activities include four elements that overlap with recovery issues.

**1 Training and exercising** schedules should allow for:

- specific recovery skills (such as disaster expenditure or claims process)
- a general understanding of recovery roles and the development of competencies
- a selection of training processes (for both individual and shared learning experiences)
- regular exercises to validate plans.

**2 Public education and public information** planning should include consideration of recovery issues such as:

- disaster awareness and training;
- public understanding of recovery and the processes involved;
- public expectations of what assistance might be available;
- pre-design of material on where to seek assistance; and
- pre-design of material on how to deal with damaged property.

**3 Business continuity planning** should be encouraged to ensure rapid restoration of function and supply, and to free up resources for priority recovery tasks.

**4 Increasing community capacity** by encouraging active community participation in pre-event readiness activities and by establishing relationships with community leaders.

### 1.3.3 Response

Response planning includes a range of provisions relevant to recovery planning. The most significant is the allocation of functions and tasks for response activities. The facilities and coordination arrangements set up for response may also be available for recovery use. In most cases, agencies will carry their response roles over into recovery, changing only the reporting arrangements and the level of resource commitment. As response agencies are involved in recovery activities it is vital that they are included in pre-event recovery planning and coordination arrangements.

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<sup>4</sup> MCDEM (2004) National CDEM Strategy, MCDEM

## 1.4 Linkages Between CDEM Documents Related to Recovery

Recovery planning is done within the context of other emergency planning arrangements, including CDEM Group plans and the business continuity and recovery plans of key agencies. The key documents related to recovery are listed below:

- The *National CDEM Strategy* is the Crown's vision for CDEM, which is encapsulated as resilient New Zealand – communities understanding and managing their hazards.
- *Focus on Recovery* provides a framework for recovery planning and management in New Zealand.
- The *National CDEM Plan* outlines agreed roles for national agencies, and the support mechanisms that central government will provide to CDEM Groups in a large-scale event. The National CDEM Plan replaces the current National Civil Defence Plan.
- This *Recovery Management: Director's Guideline for CDEM Groups* provides guidance on recovery planning and management.
- *CDEM Group Plans* – set the strategic direction for all local emergency planning and establishes the key responsibilities of agencies with a role in both response and recovery. Recovery plans compiled by the CDEM Group and the business continuity and recovery plans of key agencies contributing to the recovery effort should be mutually aligned.

### Key Message

Recovery planning considers all opportunities to reduce the risks from future emergencies.

## 2 Recovery Management Structure

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### 2.1 Background Information

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‘Effective recovery from disaster requires the establishment of planning and management arrangements which are accepted and understood by recovery agencies and community<sup>5</sup>.’ Unlike the response phase of an emergency where all efforts tend to have a singular focus on rescuing and saving lives, the function of recovery is characterised by a complex set of issues that can have long lasting effects on the community and will usually be costly in financial and resource terms.

Participants in the recovery process are numerous, including central and local government, organisations, community agencies and individuals. Each of these groups will want to play a role in determining how the recovery progresses. Arrangements must be developed that not only outline how to prepare for recovery, but how to conduct the process.

In the 1980s and 1990s, emergency management researchers such as Quarantelli<sup>6</sup> (1984) and others established valuable insights on the recovery process. In particular, they highlighted the importance of effective intergovernmental relationships as critical to the speed and quality of the recovery process. From this research key factors have emerged:

- *Personal leadership*: community officials involved are competent decision-makers, with a long-term vision of the recovery process and the ability to organise resources.
- *Ability to act*: acting decisively and effectively, understanding local and central government legislation and appreciating the nature of intergovernmental relationships.
- *Knowing what to do*: having current and flexible recovery plans, knowing the systems and processes necessary to marshal support.

Management of the recovery function occurs on two levels:

- Management by each department and agency of its own programmes and services.
- Coordination between departments and agencies to ensure that services are integrated.

The goal of an effective recovery programme is to bring all of the participants together to plan, finance and implement a recovery strategy that is integrated with other local plans and arrangements (for example the Local Term Community Council Plans (LTCCP)) that will rebuild the affected community and make it more secure.

### 2.2 Generic Recovery Structure

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The components of recovery identified in *Focus on Recovery* form the generic recovery structure (see **Figure 2**). These four task groups can operate to address all the elements of recovery within them, or alternatively separate subtask groups may be set up depending on the scale of the emergency. The number and type of subtask groups will depend on the emergency – one task group for each environment might be all that is required. However it may be necessary to form specialist sub-groups eg, a health subtask group might be formed under the Social Environment Task Group. For example:

- currently Welfare Advisory Groups established by a number of CDEM Groups include representatives which would mean all the elements within the social environment are addressed. However, in a large emergency, instead of one task group addressing safety and wellbeing, health and welfare, three separate subtask groups may be set up; and
- a rural management subgroup will almost always be formed as most emergencies are likely to have an impact on the rural sector. This is in addition to any other subtask groups from the built environment being established.

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<sup>5</sup> EMA (1996) Disaster Recovery Manual, EMA, Australia

<sup>6</sup> Quarantelli, E L (1984) Organisational Behaviour in Disasters and Implications for Planning, National Emergency Training Centre: FEMA, USA

Figure 2: Generic Recovery Structure

Task Groups	Social Environment	Economic Environment	Natural Environment	Built Environment
Subtask Groups	Safety & Wellbeing	Individuals	Natural Resources	Residential Housing
	Health	Businesses	Waste Pollution	Commercial / Industrial Property
	Welfare	Infrastructure	Amenity Values	Public Building & Assets
		Government	Biodiversity & Ecosystems	Rural Farmland
				Lifeline Utilities

Communication between the recovery manager and any task groups/subtask groups is critical for coordinating tasks and rebuilding community confidence. An effective supporting administrative structure is essential. Once formed, task groups/subtask groups need to meet regularly to ensure the proper sharing of information and resources. Progress reports must be directed to all agencies and to the media.

The generic recovery structure has been taken from **Figure 2** and applied to the national structure for recovery outlined in **Figure 3**. It is important to emphasise that recovery arrangements must work in parallel between the local, regional and national level arrangements.

## 2.3 National Recovery Structure

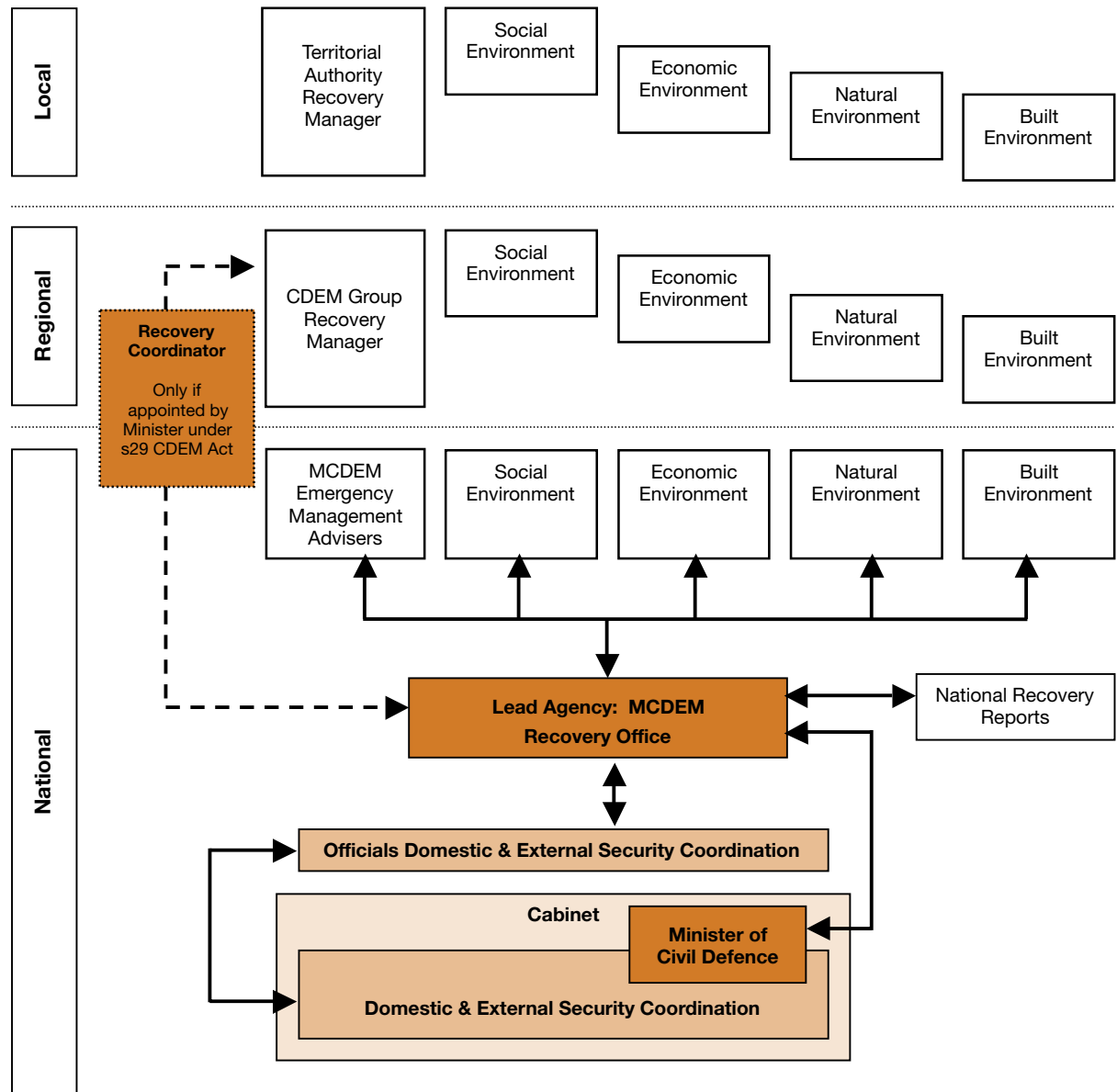
### 2.3.1 Pre-event

#### National CDEM planning arrangements

The National CDEM Plan sets out arrangements for national recovery planning and operations. While national level government agencies would ordinarily become involved only when recovery is beyond the ability of the community to manage, the decision to do so will be made on the basis of the relative impact on the community.

The national recovery management structure (outlined in **Figure 3**) is based on a structure of committees paralleled at local, CDEM Group and national level. It ensures recovery activities in the immediate, medium and long-term are coordinated. Government agencies, pre-event, work together to ensure that their arrangements provide a coordinated and timely response post-event. These national agencies also work with CDEM Groups and their task groups/subtask groups, to promote parallel arrangements between the local, regional and national levels.

**Figure 3: National Recovery Management Structure**



Depending on the national significance of the emergency, ministers may meet as the Domestic and External Security Coordination (DESC) Committee to monitor the development of whole-of-government responses and provide strategic level oversight. The Officials Domestic and External Security Coordination (ODESC) Committee will convene to provide strategic coordination and recovery support for national emergencies. This committee is chaired by the DESC Coordinator, normally the chief executive of the Department of the Prime Minister and Cabinet (DPMC). It supports ministers in developing high level strategic direction, policy and priorities and in authorising additional resources to deal with crises. The aim is to achieve timely, effective, whole-of-government responses without cutting across the statutory powers and responsibilities of ministers and departments.

## 2.3.2 Post-event

### Available assistance

Central government's involvement in recovery means it will:

- support CDEM Groups and councils in restoring an affected community's capacity for self-help (this does not mean fully restoring public assets)
- manage the national repercussions of a regional emergency
- manage a national level emergency

CDEM Groups will continue to provide the local operational capacity in a national emergency. Central government's decision about the level of involvement may be heavily influenced by the Group's or council's pre-event planning to address post-event mitigation.

Government helps to restore an affected community's capacity for self-help in two ways:

- 1 It has a number of policies aimed specifically at recovery which are either focused on, or provided through, councils.
- 2 A number of other programmes which, while not necessarily aimed at recovery, may provide help to individual households or businesses in recovery.

Government's specific recovery assistance is based on two key principles:

- 1 Initial and primary responsibility for recovery lies with councils and CDEM Groups and their communities.
- 2 Families, businesses, councils and CDEM Groups are expected to practice risk management and reduce their own risks.

### The role of MCDEM in recovery

The Director of MCDEM is responsible for coordinating any necessary government support for recovery. The Ministry coordinates this activity through a national recovery manager and where necessary, the establishment of a recovery office. The national recovery manager activates the agencies involved in the recovery structures, arranges for extra human resources to fulfil the recovery function and begins to analyse impact assessment information to form the basis for planning recovery activity in the short, medium and long term. The role of the national recovery manager includes:

- coordinating both the establishment of, and planning for, recovery activity in the short, medium and long-term
- establishing a recovery office to manage the recovery function
- establishing appropriate reporting and tracking mechanisms
- activating the agencies involved in recovery and chairing meetings of representatives from the recovery task and subtask groups
- working with the Ministry's policy team to identify appropriate policy solutions and support for recovery activities as required
- working with the National Controller and Public Information Manager to ensure the smooth transition between response to recovery
- coordinating the recovery activity of the relevant CDEM Groups, lifeline utilities, government departments and international aid following the transition from response to recovery and during the short, medium and long-term.



## The appointment of a Recovery Coordinator

Recovery Coordinators are additional to local and Group Recovery Managers<sup>7</sup>. Section 29 of the CDEM Act 2002 provides for the appointment of a Recovery Coordinator, by the Minister on the recommendation of MCDEM's director. Other than for agricultural recovery, the Recovery Coordinator will be appointed after major emergencies where the CDEM group is unable, or is likely to be unable, to carry out recovery functions within the affected area. A Recovery Coordinator will not be appointed after all emergencies. Each Recovery Coordinator is appointed for a period of 28 days and reports directly to MCDEM's director.

## Lead agencies

While a number of government agencies (including MCDEM, Ministry of Agriculture & Forestry (MAF), Ministry of Health, New Zealand Police, Maritime Safety Authority) may be the lead for government involvement in response, MCDEM will lead central government's contribution to recovery. The exception will be where an emergency has a large agricultural impact, which the Ministry of (MAF) will lead. While Group Recovery Managers will discuss their needs directly with local departmental officers both before and after an emergency, requests for financial assistance should be made via the MCDEM or MAF as appropriate<sup>8</sup>.

## Financial recovery management

Government financial support in emergencies is currently under review and when completed will be documented in policy and procedures produced in support of the National CDEM Plan.

## 2.4 CDEM Group Recovery Structure

Selecting, appointing and training Group and local recovery manager(s) before an emergency is critical to the success of the recovery process<sup>9</sup>. The assumption is that the recovery manager can, under the auspices of the CDEM Group plan, bring together the people and resources necessary to establish a support organisation. This organisation will initiate recovery programmes whilst coordinating the efforts of agencies with the authority to make things happen. Recovery managers must be supported by sound professional development opportunities. Refer to [www.civildefence.govt.nz](http://www.civildefence.govt.nz) which provides details of the role, functions and desired personal competencies of a Group Recovery Manager. Terms of Reference for local and Group Recovery Managers are provided in **Annex A**.

Pre-event planning is essential to achieve effective coordination among agencies and to ensure a smooth transition between response and recovery activities. A logical starting point for developing a group to manage recovery is to identify the likely functional activities required in the post-event period. It is important to remember that some functions and their related tasks are time-dependent upon others and the efforts applied to each may vary during the period of the recovery. In addition, a number of task groups/subtask groups will be established in the response phase that will naturally continue to function during recovery until their tasks are complete or they have been picked up by designated agencies.

<sup>7</sup> Although the appointment of a Recovery Coordinator is outlined in the CDEM Act 2002, in two emergencies in 2004 a Recovery Coordinator was not appointed. Instead a recovery facilitator was contracted by the Ministry.

- During the February 2004 flood event, the recovery facilitator was contracted by the Ministry to work in a liaison role at national level between MCDEM and other government agencies.
- In the Eastern Bay of Plenty flooding event in July 2004, a recovery facilitator was appointed in quite a different role to facilitate the recovery function at a regional level across the two main affected districts.

The role of the recovery facilitator has provided a useful support role at both national and regional level during the transition period from the Civil Defence Act (1983) to the CDEM Act (2002). The recovery facilitator role is unlikely to be used again following the transition period to the CDEM Act, when all groups must have effective recovery plans in place. In the future the Ministry, whether or not a Recovery Coordinator is appointed, will continue to provide support to CDEM Group recovery managers during recovery activity.

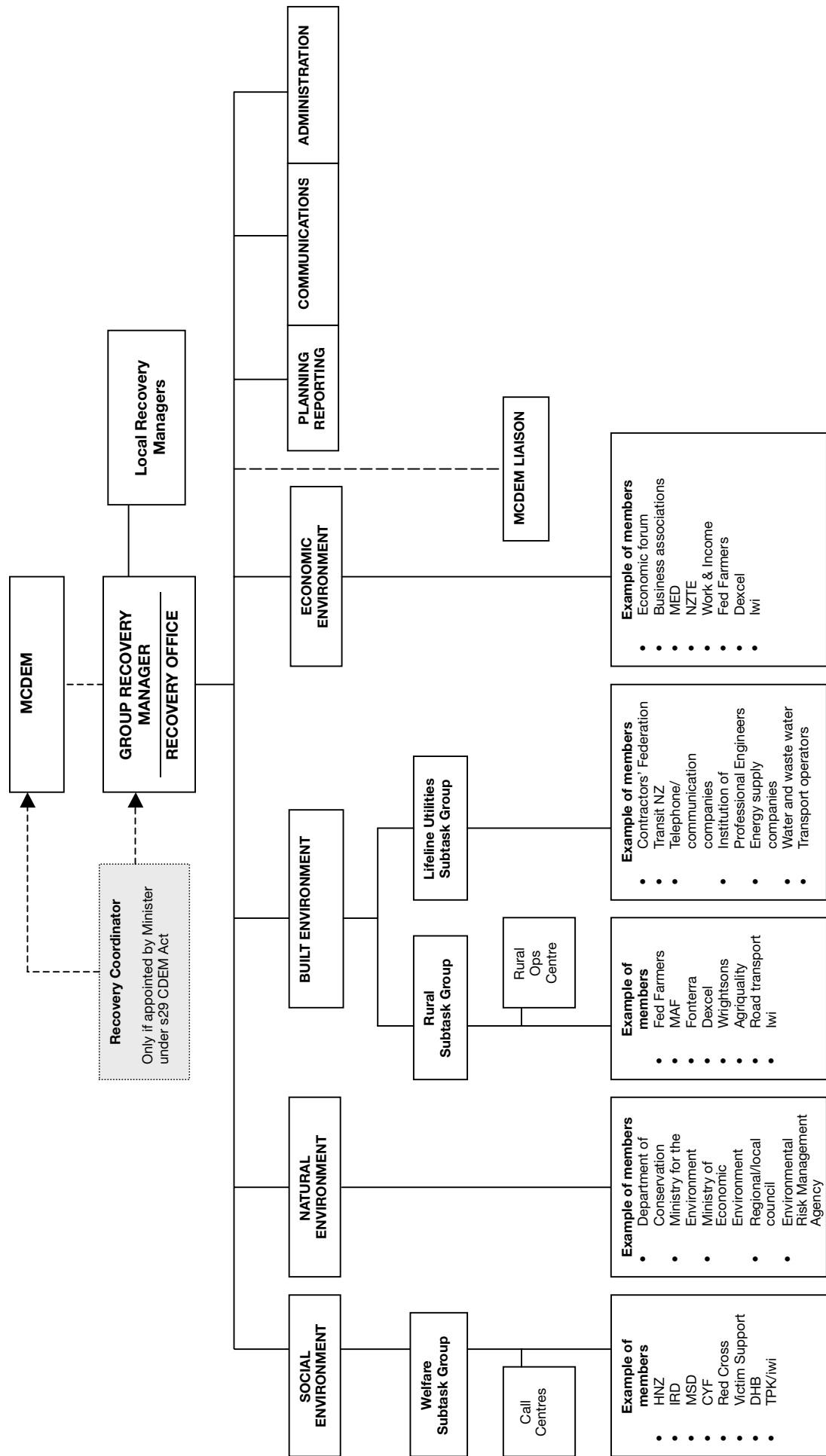
<sup>8</sup> See [www.maf.govt.nz/mafnet/rural-nz/emergency-management/preparing/](http://www.maf.govt.nz/mafnet/rural-nz/emergency-management/preparing/) for additional information.

<sup>9</sup> MCDEM (2002) Working Together: The Formation of CDEM Groups, Director's Guideline for Local Authorities and Emergency Services [DG1/02], MCDEM, New Zealand

CDEM Group plans should address recovery in a similar manner to response arrangements.

- 1 Outline the general arrangements for recovery (ie, appointment, role of recovery manager, etc).
- 2 Identify functional responsibilities and management arrangements. Note that the particular groupings of activities will differ from the response section.
- 3 CDEM Group plans should set out the expectations of the local authorities' recovery arrangements. The CDEM Group recovery structure is outlined in **Figure 4**.
- 4 The local structure for recovery works in parallel to the CDEM Group recovery structure. Terms of reference are provided for the CDEM Group recovery office and the four task groups in the following pages.

Figure 4: Example of a CDEM Group Recovery Structure Using the Task/subtask Group Structure



### 2.4.1 CDEM Group Recovery Office

As soon as practical during an emergency, a meeting of selected personnel forming the Recovery Management Group is to be convened to review the situation.

**Recovery Management Group reports to:** CDEM Group

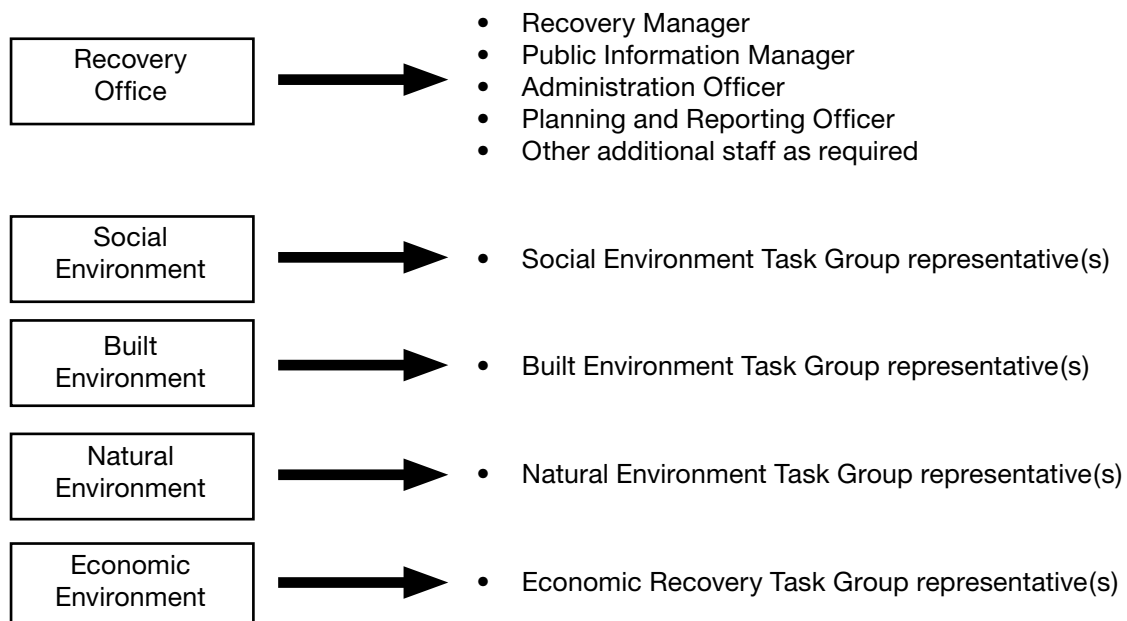
#### Role

- Assess the impact of an emergency within the CDEM Group boundary
- Establish priorities for recovery activities
- Implement recovery activities

#### Responsibilities

- Determine and prioritise major areas of recovery
- Formulate recovery policies and strategies
- Ensure coordination of recovery effort between agencies
- Establish a timeframe for recovery activities
- Identify and obtain resources
- Monitor recovery activities
- Control expenditure and maintain accountability
- Open and staff recovery assistance centres to meet the need
- Provide media liaison or some other means of keeping the public informed
- Administration
- Planning and reporting

#### Recommended Recovery Group composition



### Recovery Group meeting schedule

The representatives of the Recovery Group will meet regularly to coordinate recovery activity. It is expected that:

- the magnitude and severity of the emergency will determine the need for meetings;
- the need for meetings is likely to change over time; and
- CDEM Group recovery plans will identify council expectations for meeting frequency.

### Task Checklist

✓	To:
	integrate and coordinate recovery activity across the four taskgroups and relevant subtask groups
	coordinate assessments of impacts on the community
	liaise with representatives/community leaders to ensure community participation in the recovery process
	liaise with the national recovery office
	liaise with national task groups and subtask groups as required
	prepare regular recovery reports on progress of recovery activities
	liaise with the national recovery office to access financial support from central government and government agencies for recovery activities
	encourage the public to provide cash donations to assist affected communities in the first instance, with specific items only on request (cash donations usually through the mayoral welfare fund)
	Provide public information through the Public Information Manager

### 2.4.2 Social Environment Task Group

**Subtask groups<sup>10</sup>:** Safety and Wellbeing Subtask Group  
Welfare Advisory Subtask Group  
Health Subtask Group

**Group reports to:** CDEM Group Recovery Manager

#### Role

- Coordinate the efforts of agencies that have significant recovery roles in the social environment, whether legislative or voluntary, to care for the social recovery of the community.

<sup>10</sup>The number and type of subtask groups set-up will be dependent on the event.

## Recommended group composition

- |  |        |
|--|--------|
| • CDEM Welfare Manager                           | Member |
| • Department of Child, Youth and Family          | Member |
| • Salvation Army                                 | Member |
| • Housing New Zealand                            | Member |
| • Work & Income                                  | Member |
| • District Health Board                          | Member |
| • Education representative                       | Member |
| • Te Puni Kokiri (Ministry of Maori Development) | Member |
| • Environmental Health Officer                   | Member |
| • Insurance Council                              | Member |
| • Building Inspector                             | Member |
| • Health Protection Officer                      | Member |

**Note:** The most appropriate person chairs the group (or subtask groups). The chairperson represents group (subtask group) members at recovery management group meetings.

## Supporting agencies may include:

- |   |                                |  |
|---|--------------------------------|--|
| • Church-based and community support services | • Environmental Health Officer | • Ministry of Agriculture & Forestry (MAF) |
| • SPCA  | • Citizens' Advice Bureau      | • Victim Support                           |
| • Police                                      | • Federated Farmers            | • Dept of Labour                           |
| • Ministry of Health                          | • Fire Service                 | • Safer Community Council                  |
| • Insurance Council                           | • Joint Defence Forces         | • Other                                    |
|   | • Iwi Service Providers        |  |

## Task Checklist

✓	To:
	continue to provide basic needs such as shelter (temporary, medium and long term housing), food and non-food items – clothing, bedding, medication needs, assess and deploy resources as required
	provide financial assistance – assess financial needs – grants, relief funds, emergency payments, insurance – develop a plan
	develop a strategy to avoid excessive or unwanted services (home visits/surveys, etc) by establishing multi-discipline assessment teams encompassing health, building safety, electrical and insurance and coordinate their deployment
	activate mechanisms to liaise with community leaders (see Part 4)
	provide support mechanisms to deal with trauma and stress
	provide interpreters to deal with language difficulties
	be aware of cultural implications for various groups
	establish (with other appropriate task groups and subtask groups) recovery centres

	liaise with the recovery office to re-establish primary and secondary school services
	provide healthcare
	supply public health advice and resources
	provide advice on the provision of clean water and safe food
	monitor environmental health – safety, air and water pollution issues
	provide disease control
	offer advice on noxious or toxic substances, sanitation, refuse, cleaning and develop a plan to address these
	collate information from inspection teams and provide clearance for reoccupation and reuse of buildings
	liaise with relevant agencies over the medium and long term care of foreign national/tourists

## 2.4.3 Economic Environment Task Group

**Subtask groups:** Individuals Subtask Group  
Businesses Subtask Group  
Infrastructure Subtask Group  
Government Subtask Group

**Group reports to:** CDEM Group Recovery Manager

### Role

- Coordinate the efforts of agencies involved in the restoration of economic recovery.

### Recommended group composition

- |  |        |
|--|--------|
| • Work & Income                              | Member |
| • Inland Revenue Department                  | Member |
| • Department of Labour                       | Member |
| • Federated Farmers                          | Member |
| • Regional Council Economic Development Unit | Member |
| • Retail trade representative                | Member |
| • Insurance Council                          | Member |
| • Chamber of Commerce                        | Member |
| • Bankers Association                        | Member |

**Note:** *The chairperson is a member of the recovery management group.*

### Supporting agencies may include:

- |                                    |                       |
|------------------------------------|-----------------------|
| • Ministry of Economic Development | • Ministry of Tourism |
|------------------------------------|-----------------------|

## Task Checklist

✓	To:
	assess the impact on key community economic assets (large employers) and develop a plan to prioritise assistance including essential services
	restore banking and other financial services as soon as possible
	reopen businesses and restore community services
	set up a business assistance centre as required
	assess employment problems
	establish a communication strategy to support local businesses that remain open
	work with the insurance sector to ensure coordinated response by insurance companies and address adequacy of cover for reconstruction
	develop a fast-track insurance processing system and address insurance issues
	liaise with the recovery office to develop a strategy to maximise use of local resources during reconstruction activities
	identify transport needs and prioritise reconstruction activities to meet community business and manufacturing continuance requirements
	facilitate where required, new mutual aid agreements between authorities and contracts with suppliers
	support small to medium enterprise eg, advice, referral to a business advisor, etc

## 2.4.4 Built Environment Task Group

**Subtask groups:** Residential Housing Subtask Group  
Commercial/Industrial Property Subtask Group  
Public Building & Assets Subtask Group  
Rural Farmland<sup>11</sup> Subtask Group  
Lifeline Utilities Subtask Group

**Group reports to:** CDEM Group Recovery Manager

### Role

- Establish priorities for reconstruction/recovery of infrastructure, engineering lifelines, services, buildings and the rural sector considering mitigation opportunities.
- Advise the Group Recovery Manager on priorities and options and their likely effects on the community.

### Recommended group composition

#### *Residential Housing Subtask Group*

- Manager: Resources and Regulation Member
- Senior Building Inspector Member
- Master Builders Member
- Representatives from Social Environment Task Group as appropriate Member

<sup>11</sup> Rural management is a subgroup of the Built Environment Task Group. A rural management subgroup will almost always be formed as most events are likely to have an impact on the rural sector.



#### *Commercial/Industrial Property Subtask Group*

- Manager: Resources and Regulation Member
- Senior Building Inspector Member
- Master Builders Member
- Representatives from Social Environment Task Group as appropriate Member

#### *Public Building & Assets Subtask Group*

- Manager: Resources and Regulation Member
- Senior Building Inspector Member
- Master Builders Member
- Representatives from Social Environment Task Group as appropriate Member

#### *Rural Farmland Subtask Group*

- MAF Regional Manager Member
- Federated Farmers Member
- NZ Veterinary Association Member
- AgriQuality NZ Ltd Member
- Horticulture Member
- Fonterra Member
- Rural industry Member
- Iwi Member
- Small block and lifestyle block owners Member
- Representatives from Social Environment Task Group as appropriate Member

#### *Lifeline Utilities Subtask Group*

- Contractors' Federation Member
- Transit New Zealand Member
- Telephone/communication companies Member
- Institution of Professional Engineers Member
- Energy supply companies Member
- Water and waste water Member
- Transport operators Member
- Representatives from Social Environment Task Group as appropriate Member

**Note:** *The chairperson is a member of the recovery management group.*

#### **Supporting organisations may include:**

- Earthquake Commission
- Insurance Council
- Master Plumbers
- Registered electricians
- Local transport industry
- Transit NZ
- Transport Secretariat
- Ministry of Transport

**Administrative support:**

- Task group secretary, regulatory staff

**Task Checklist**

✓	To:
<b><i>Residential Housing Subtask Group</i></b>	
	coordinate with building safety inspection services and expertise in liaison with public health group (see also: post-earthquake building safety evaluation procedures issued by the NZ National Society for Earthquake Engineering)
	continue to secure damaged buildings and locations – cordon off dangerous structures and areas (if not already completed in response)
	continue to authorise demolition of unsafe buildings as required – availability of heavy lifting and demolition equipment (if not already completed in response)
	repair, reconstruct or relocate buildings – obtaining fast-track building and other consents, sufficient builders and materials, coordinating skilled trades people and their work standards
	continue to dispose of dangerous/hazardous material (if not already completed in response)
	continue to process and dispose of rubble, trees and other debris, excavation, transport, dumping sites, recycling (if not already completed in response)
	address insurance issues
	consider mitigation opportunities in reconstruction
<b><i>Commercial/Industrial Property Subtask Group</i></b>	
	coordinate with building safety inspection services and expertise in liaison with public health group (see also: post-earthquake building safety evaluation procedures issued by the NZ National Society for Earthquake Engineering)
	continue to secure damaged buildings and locations – cordon off dangerous structures and areas (if not already completed in response)
	continue to authorise demolition of unsafe buildings as required – availability of heavy lifting and demolition equipment (if not already completed in response)
	repair, reconstruct or relocate buildings – obtaining fast track building and other consents, sufficient builders and materials, coordinating skilled trades people and their work standards
	continue to dispose of dangerous/hazardous materials (if not already completed in response)
	continue to process and dispose of rubble, trees and other debris, excavation, transport, dumping sites, recycling (if not already completed in response)
	address insurance issues
	consider mitigation opportunities in reconstruction
<b><i>Public Building &amp; Assets Subtask Group</i></b>	
	coordinate with building safety inspection services and expertise in liaison with public health group (see also: post-earthquake building safety evaluation procedures issued by the NZ National Society for Earthquake Engineering)
	continue to secure damaged buildings and locations – cordon off dangerous structures and areas (if not already completed in response)

	continue to authorise demolition of unsafe buildings as required – availability of heavy lifting and demolition equipment (if not already completed in response)
	repair, reconstruct or relocate buildings – obtaining fast track building and other consents, sufficient builders and materials – coordinating skilled trades people and their work standards
	continue to dispose of dangerous/hazardous materials (if not already completed in response)
	continue process and dispose of rubble, trees and other debris, excavation, transport, dumping sites, recycling (if not already completed in response)
	address insurance issues
	consider mitigation opportunities in reconstruction
<b><i>Rural Farmland Subtask Group</i></b>	
	Continue to dispose of dangerous/hazardous material (if not already completed in response)
	continue to process and dispose of rubble, trees and other debris, excavation, transport, dumping sites, recycling (if not already completed in response)
	address insurance issues
	consider mitigation opportunities in reconstruction
	restore agricultural production
	reserve feed supplies unavailable locally – coordination of recovery experts may be necessary
	provide technical assistance – eg, drought recovery strategies
	coordinate rural impact assessment
	provide advice on animal welfare
	coordinate movement of animals and feed
	liaise with all stakeholders eg, MAF, Federated Farmers, NZ Vet Association, etc. May need to adopt a partnership approach to resolving problems relating to stock health and welfare
	provide technical assistance where required eg, drought recovery strategies
	provide Social Environment Task Group with information on the wellbeing of the rural community
<b><i>Lifeline Utilities Subtask Group</i></b>	
	coordinate status and repair of transport systems – road/bridges
	coordinate restoration of other lifelines services – water, sewage, gas, electricity – liaising with public health sub-group
	address insurance issues
	ensure involvement of Transfund early in recovery process. Transfund should have a mandate to become actively involved in roading recovery within a matter of days after a large emergency. Potential subgroup leaders should be briefed on the role Transfund plays in Road Control Authorities' (RCA) decisions about recovery and enlist their help early in the recovery process
	consider appointing as the subtask group chair, a person with a solid relevant background in roading management, or at least a good appreciation of the key issues prior to the emergency especially if the majority of lifeline utility damage from an emergency is likely to be roading related
	consider mitigation opportunities in reconstruction

## 2.4.5 Natural Environment Task Group

**Subtask groups:** Natural Resources Subtask Group  
Waste/Pollution Subtask Group  
Amenity Values Subtask Group  
Biodiversity & Ecosystems Subtask Group

**Group reports to:** Group Recovery Manager

### Role

- Minimise the impact on the natural environment, which may have consequences on the social, built and economic environments

### Recommended group composition

- |  |        |
|--|--------|
| • Ministry for the Environment         | Member |
| • Department of Conservation           | Member |
| • Ministry of Economic Environment     | Member |
| • Regional/local council               | Member |
| • Environmental Risk Management Agency | Member |

**Note:** The chairperson is a member of the recovery management group

### Supporting organisations may include:

- Forest and Bird Society
- Conservation trusts
- local Kaitiaki

### Task Checklist

✓	To:
	address the difficult task of achieving an appropriate balance between 'economic activities for enjoying comfortable life and considerations for the global environment' by preserving and improving the natural environment and by efficiently using finite energy resources
	take into account any future plans for additions, expansion, or further activity related to or connected with the area under consideration
	list threatened or endangered species known to be on or near the site
	propose landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site
	address any waste/pollution issues which may negatively affect the natural environment
	coordinate the preservation of community assets such as parks, reserves and other community amenities

## Key Messages

CDEM Groups appoint a Group Recovery Manager and an alternate.

Local authorities appoint local recovery manager and an alternate.

CDEM Groups set up a recovery office following an emergency.

## **3 Transition Plan – Response to Recovery**

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### **3.1 Setting Priorities**

Recovery starts while response activities are still in progress. Key decisions taken during the response phase are likely to directly influence and shape recovery. The CDEM Group Recovery Manager will be named in the CDEM Group plan, and will take up the role while the emergency is still in force and the controller is managing response efforts.

Relief assistance begins with the basic necessities of life – food, clothing, shelter and health and hygiene needs. Regeneration is about empowering individuals, families and communities to rebuild the social fabric of the local economy.

The recovery phase of the emergency management process gains momentum when the state of civil defence emergency is terminated. At this point, the threat to life has passed, rescue activities have been completed and community safety is assured. It is important to consider the implications the termination of the state of civil defence emergency will have on these activities. Not only will statutory powers cease, but some agencies and organisations, whose contribution may be linked directly to the state of civil defence emergency, may decide their role is over.

During the response phase, many of the agencies with significant recovery roles will be heavily committed. Consequently, the Group Recovery Manager needs to be involved in key response conferences and briefings to:

- align response and recovery priorities
- connect with key agencies
- understand key impacts and tasks
- identify recovery requirements and priorities as early as possible

The other significant challenge is to keep up-to-date with the situation. Even before the response is over, most of the community links and the recovery management structure need to be in place, with the process of impact assessment well underway or initially completed.

During transition there is a shift in priorities. Priorities during response are different to those during recovery. This change must be managed well and communicated to all stakeholders. Rehabilitation and restoration priorities should be based on a comprehensive knowledge of the community's expectations and available resources.

#### **3.1.1 Emergency response priorities**

- 1 Preservation of life – rescue and triage (prioritisation of injured).
- 2 Maintenance of law and order – supporting police operations.
- 3 Care of sick, injured and welfare provision – first aid, medical and evacuation facilities.
- 4 Property protection – supporting fire services.
- 5 Re-establish (even if by temporary repair) essential services – water, sewerage, telecommunications, electricity, food, essential items, transport services, public information and media.

### **3.1.2 Recovery planning priorities (not necessarily in order)**

- 1 Community
- 2 Social Environment
- 3 Built Environment
- 4 Economic Environment
- 5 National Environment

## **3.2 Transition Process**

The Controller and the Group Recovery Manager are to formally acknowledge the transfer of coordination and accountability for recovery-related activities in the following manner:

### **3.2.1 Response Transition Report**

(A copy of this report is to be given to the Group Recovery Office.)

Immediately prior to termination of the civil defence emergency (or the end of the response if a declaration has not been made), the Group Controller will prepare a response transition report for the Group Recovery Manager outlining:

- the 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
- a summary of the type and extent of damage in the district at the time of transition, noting specifically any areas or situations with the potential for a re-escalation to a state of civil defence emergency as well as a summary of the condition of the various aspects of the community and environment affected by the emergency and their inter-relationships under the following headings:
  - Social environment, including:
    - estimates of numbers of directly and, where possible, indirectly affected individuals, the nature of the impact on them and estimates of future needs
    - the current nature, capability and location of welfare agency resources deployed.
  - Built environment, including:
    - an outline of roads and infrastructure that remain affected by the emergency
    - some of this will continue to be compiled and maintained by the Roding-Infrastructure Subtask Group chairperson at the recovery office
    - the rural impact – the information available to districts may not be instantly available. It is recommended that the Rural Farmland Subtask Group provide an outline of estimated impacts and recovery needs, with more detail and accuracy as information is collected and analysed.
  - Economic environment:
    - A summary of information currently available and some strategic analysis and direction for economic recovery. It is unlikely that districts will have the economic impact information immediately available.
  - Natural environment:
    - Land use changes, the implications for businesses short to long-term, use of land and/or amenities.

### 3.2.2 Transition briefing

The Group Controller should chair the transition briefing, which should be formally conducted and minuted. At the end of the briefing, the Group Controller formally transfers coordination and accountability for recovery-related activities to the Group Recovery Manager.

A thorough briefing should be planned and conducted by key incident management team appointees, covering the actions currently being undertaken within their span of control and a forecast of expected outcomes and proposals for activities to be continued in the recovery phase. Key recovery personnel will be present to ensure that the relationships between the various elements of each phase are recognised and provided for.

### 3.2.3 Communications

A media briefing should be held immediately following the handover from response to recovery, arranged by the outgoing response media liaison team. The briefing will be fronted by the outgoing Group Controller<sup>12</sup> and incoming Group Recovery Manager. The purpose of this media briefing will be to:

- reflect on the positive aspects of the emergency response
- outline the scope and current priorities for recovery
- reinforce selected key messages to target audiences
- provide the media with new/updated contacts for the recovery office's public information manager.

A detailed recovery communications plan will be developed in conjunction with response communications personnel. It is imperative that the communications are continually developed, maintained, adequately resourced prior to the transition, implemented and monitored during the recovery phase.

A Public Information Manager (PIM) will work with the recovery office and will compile and disseminate all information for the recovery effort. All communications will be approved by the Group Recovery Manager

Regular contact will be maintained between the recovery office and each district chief executive. This contact will be via email, phone calls and face-to-face meetings as required.

### 3.2.4 Preparation of a recovery action plan

Prior to the transition, the Group Recovery Manager will prepare an outline recovery action plan (see **Annex B** for a template). The plan will document the actions to be taken to assist the recovery operation, and will be prepared in consultation with key response personnel, including emergency response agencies and the recovery committee.

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<sup>12</sup>In a local emergency event, the briefing will be fronted by the local controller and local recovery manager.

## Checklist for activities prior to the Transition from Response to Recovery

✓	<b>The Group Controller and Recovery Manager:</b>
	ensure that agencies with both response and recovery obligations are aware of their continuing role
	<b>The Group Controller:</b>
	develops a Transition Report in liaison with the Group Recovery Manager
	prepare for the Transition Briefing in liaison with the Group Recovery Manager
	combine impact assessments from response into categories eg, social, economic, natural and built environments
	includes the Group Recovery Manager in critical response briefings
	<b>The Group Recovery Manager:</b>
	ensures the Group Controller is aware of recovery requirements and tasks prior to transition
	works with the PIM to prepare the Communications Plan for recovery
	prepares a recovery action plan prior to transition
	initiates key recovery arrangements during the response phase
	begins to address the impacts from the emergency and puts in place inter-agency processes, meetings, reporting, etc to ensure recovery needs are met and coordinated

### Key Message

Response and recovery activities are aligned.



## 4 Community Participation

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### 4.1 Facilitating Community Involvement

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#### 4.1.1 Pre-event

Community involvement is the way those directly affected by emergencies contribute to the decisions and actions needed to rebuild their own facilities and services. The Local Government Act 2002 requires councils to consult with their community regarding any significant activity as part of long-term community council plans. Recovery planning should also involve community involvement and consultation. Community involvement provides a framework for re-establishing the economic, social, emotional and physical wellbeing of the affected population.

The benefit of using community resources is two-fold. Firstly, local agencies know the community makeup and requirements better than any outside organisation. Secondly, people affected by an emergency have an inherent need to rebuild. Using this resource wisely can lead to a stronger, more resilient and united community. Planning for community involvement should take place prior to an emergency event.

#### **Plan for community involvement in recovery by:**

- pre-establishing links with existing networks within the community such as developing memoranda of understanding (MOUs) with local community groups regarding their support roles (this can be done through the CDEM Group welfare advisory group and its members). These local community groups might include:
  - Maori community groups and trusts
  - faith-based groups
  - social service groups
  - special interest groups
- structuring the emergency management planning process so that it is open to, and encourages, participation
- Liaising with Te Puni Kokiri and iwi leaders.

#### **Community involvement following an emergency can be assisted by:**

- forming local recovery committees, chaired by respected community leaders who can harness opinion, exercise considerable public and political influence and promote cohesion and stability within the affected community
- recognising the value of local knowledge and using it to identify and shape improvements to the local physical and social environment (where possible work within existing community structures)
- including specific sector representation where significant loss has occurred (eg, rural or small business)
- using humanitarian, civic and religious organisations within the community (they have a central role during the response period and are aware of the issues involved in long-term recovery)
- involving Te Puni Kokiri and iwi
- recognising ethnicity and different cultures
- establishing strategies for uniting the community behind agreed objectives.

**Challenges involved in working with the community include:**

- weighing up individual versus community good
- balancing local interests with those of the wider region eg, funding allocations
- minimising delays and meeting community expectations for timeliness
- setting priorities for restoration of the local and regional economy, such as critical infrastructural assets
- keeping everyone informed.

**Community Involvement Pre-event Checklist**

✓	<b>Plan to:</b>
	work within existing community structures
	recruit representatives of the wider community into recovery planning
	develop memoranda of understanding with local community groups
	establish strategies for uniting the community behind the agreed objectives
	establish mechanisms for sharing information and reporting local initiatives eg, regular community meetings and local newsletters
	form local recovery committees, chaired by respected community leaders
	recognise and use local knowledge for improvements to the physical and social environment
	use civic and religious organisations

**4.1.2 Post-event**

It is a myth that the affected community population is too shocked and helpless to take responsibility for their own survival. In reality, many find new strength during an emergency.

Recovery activities should:

- build upon the inherent strengths and capacities of the affected community
- be based on pre-event planning
- work through existing structures
- activate MOUs.

Initially, a community might require some support with the management of their recovery. Local, regional and central government will provide this support through their CDEM Group, with the community and CDEM stakeholders working in partnership. Formal recovery arrangements provided by CDEM may be scaled down, or terminated, as the community regains the ability to manage their own affairs.

It is important to celebrate milestones and successes with the community post-event with such things as memorials, anniversaries, community awards, businesses reopening, launching a new community recovery plan. Seeking ongoing community participation in recovery will only benefit the process.

## **4.2 Recovery Centres (One-Stop-Shops)**

### **4.2.1 Post-event**

Following an emergency it may be necessary to establish a recovery centre (sometimes referred to as a one-stop-shop). This is frequently the case where the emergency is large, occurs in an isolated area, or has consequences that will impact the affected community for an extended period of time.

Recovery centres supply a comprehensive range of recovery services that may be provided by central government departments, local government, non-government organisations and other agencies. They minimise travel and inconvenience for affected people and maximise coordination and liaison between relief and recovery services. These centres provide a point of focus and belonging for people, especially if they are dislocated from their community environment.

Early identification of, and liaison with, participating agencies and organisations is essential when establishing a recovery centre. Using local staff and support agencies is a key to success in the recovery centre as they provide a more familiar environment for those accessing services.

Developing services following an emergency means that service providers must be clear in determining the communities of interest they are dealing with. Effective delivery of community and personal services requires genuine recognition and understanding of the full range of cultural and social groups affected by an emergency. Always keep in mind that sensitivity to the circumstances of the affected people is fundamental to providing efficient recovery services.

Planning for the establishment of recovery centres can be undertaken through the welfare advisory group or similar body within the CDEM Group. These groups have the necessary links into the community and local authority to be able to effectively coordinate required services.

#### **Agencies likely to be involved in a recovery centre**

- Local and regional authorities
- Government departments with a role in welfare recovery:
  - Work & Income
  - Child, Youth & Family Services
  - Housing NZ Corporation
  - Inland Revenue Department
  - MAF
  - Te Puni Kokiri
- Locally based non-government organisations that can assist with community and welfare recovery issues:
  - Salvation Army
  - Red Cross
  - Victim Support
  - Citizens Advice Bureau
  - Women's Refuge
  - community support groups
  - advisers from the building, insurance, legal and financial sectors
  - Iwi and Maori community groups.

## Planning for establishment of recovery centres

- Identify possible recovery centre sites eg, local library, halls or religious facilities. If nothing suitable is available, the use of caravans, marquees or temporary buildings should be considered as part of the plan. Recovery centres must be easily accessible.
- Staffing – ideally recovery centres will contain a representative from most responding government and non-government agencies. However, where this is not possible owing to population dispersal and staffing levels, recovery centres can also function as a referral point for all services.
- Plan to provide information at recovery centres – information sheets will be available from involved central government agencies in addition to relevant local information e.g. which businesses are open, building assessment information, etc. Plan for access to telephone advice and referral services eg, 0800 helplines. Consider the need to provide information in a range of languages to ensure accessibility for people from non-English speaking backgrounds.
- Plan for advertising of recovery centres – eg, through local radio, community newspapers and community networks.

## Post-event establishment of recovery centres<sup>13</sup>

See **Annex C** for a checklist for establishing a recovery centre. The type and extent of the emergency will affect the location of the recovery centre. It is possible that pre-planned sites may not be suitable. Responding agencies need to be flexible.

- In establishing the recovery centre consider:
  - capacity
  - power, sewage and water
  - communications
  - long-term availability
  - catering
  - access/egress
  - proximity to public transport and car parking.
- A clean, ordered, adequately staffed and equipped recovery centre minimises the stress levels of staff working in the centre as well as minimising confusion, congestion and practices that promote an atmosphere of people-processing.
- Ensure that staff involved in the recovery centre have the capacity and skills commensurate with the services required of them – eg, their role in the centre may require them to provide information about other agencies services, or deal with very stressed clients.
- Care of staff working in the recovery centre is critical. Ensure staff are adequately supported in their role and relieved when appropriate.
- Ensure there is public signage, toilets and the possibility of refreshments. Consider providing some form of childcare to enable parents to access services in relative quiet.
- Establish mechanisms for sharing information and reporting local initiatives eg, regular community meetings and local newsletters.
- Ensure services that are provided are integrated as much as possible and are practicable.
- Ensure providing agencies meet regularly and work cooperatively and collaboratively to provide services.

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<sup>13</sup> Information on recovery centres has been adapted from State Emergency Recovery Unit (2001) Recovery from Emergencies Management Guidelines, Department of Human Services, Victoria, Australia

### Community Involvement Post-event Checklist

✓	To:
	work within existing community structures
	recruit additional representatives of the wider community into recovery activity if needed
	establish strategies for uniting the community behind the agreed objectives
	provide one-stop-shops for advice, information and assistance during recovery
	use established mechanisms for sharing information and reporting local initiatives eg, regular community meetings and local newsletters
	activate local recovery committees
	recognise and use local knowledge for improvements to physical and social environments
	include specific sector representation where significant loss has occurred
	use civic and religious organisations
<b>Address challenges to:</b>	
	weigh up individual versus community good
	balance local interests with those of the wider region eg, funding allocations
	minimise delays and meeting community expectations for timeliness
	keep everyone informed

### Key Message

Actively involve the community in recovery planning.

## 5 Impact Assessment

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### 5.1 Organisational Features

Hazard event impact assessment for response and recovery requires early and accurate information about the impact on individuals, the community, the physical infrastructure and the environment. Impact assessment is critical to managing an effective response and recovery programme and must involve all relevant agencies working together to exchange information.

Impact assessments are approached in a logical, structured way, gathering information directly and by consultation, and clearly documenting it as the assessment progresses. This process may be used to inform both the response and recovery activity. The key thing is not the dollar amount but knowing the nature of the loss so that assistance can be targeted to address the specific problem eg, asset replacement vs. bridging finance.

During Response, the Controller or EOC Response Manager will coordinate impact assessments that inform the Situation Reports, with the support of the Operations and the Planning and Intelligence desks. Impact assessment data will usually change rapidly during response as information on impacts and losses will either be based on very limited initial knowledge of actual impacts and losses, or be based on modelled losses rather than actual losses. During recovery, the Recovery Manager will coordinate the collection of further data to consolidate knowledge of actual losses.

The agencies and professionals involved in providing information for impact assessments for response and recovery are many and varied and may include:

- social agencies, who will identify people in need of immediate assistance
- local and regional authorities
- insurance inspectors (EQC assessors processing residential property claims and private insurance assessors)
- environmental health inspectors
- building inspectors
- engineers
- health providers
- media
- emergency services.

There has to be a standard approach to impact assessment, primarily to:

- have common measuring tools and standards;
- to allow for comparisons of impact, between pre-event and at various times through the response and recovery as the emergency management requires;
- assist with efficient and effective post-event recovery planning and management.

For recovery, knowing the impacted areas and the extent and type of losses is essential for recovery management as it enables targeting of resources to priority areas. Loss impact assessments have to be:

- clearly documented (transparent) – so that the assessment procedures can be followed easily
- consistent and standardised – to enable meaningful comparisons
- replicable – to enable the assessments to be checked
- include a basis of economic principles – so that assessed economic losses represent the real losses to the economy as accurately as possible.

There are two categories of loss to be assessed:

- 1 **Direct losses:** those losses resulting from direct contact with the hazard eg, flood and wind damage to buildings and infrastructure.
- 2 **Indirect losses:** losses resulting from the emergency but not from its direct impact eg, transport disruption, business losses that cannot be recovered.

In both loss categories, there are two clear sub-categories of loss:

- 1 **Tangible losses:** loss of things that have a monetary (replacement) value such as buildings, livestock, infrastructure, lost income.
- 2 **Intangible losses:** loss of things that cannot be bought and sold such as lives and injuries, heritage items, memorabilia.

### 5.1.1 Pre-and post-event impact assessment planning

The same impact assessment framework can be used both pre-and post-event.

A pre-event hazard/risk assessment (as part of CDEM readiness and reduction planning activity) will identify the likely impact of recognised hazards so that mitigation measures can then be implemented (as part of reduction activity). Over the period that mitigation measures are implemented, knowledge of the estimated residual impact will provide base data immediately after an emergency has occurred, supporting the quick completion of a rapid post-event impact assessment.

An impact assessment including a vulnerability assessment should be completed in a logical sequence. The extent of resources available may not become apparent until some preliminary scoping work has been undertaken. It may be necessary to collate material on the hazard and other components of the risk and to make a preliminary assessment of the types of damage, before being able to argue for significant resources for the full assessment task. Some key decisions need to be made before the assessment starts, such as the approach to be used.

For a recovery plan, an estimate of the actual impacts is required. The actual impacts may never be completely known; hence estimates of impacts, with uncertainties, will need to be worked with. Impacts can be positive as well as negative (hence preference of “impact” over “loss”).

## 5.2 Impact Assessment Process

The Ministry will be developing an impact assessment guideline and training package during 2005-2006 but for the purposes of this Recovery Management guideline, an example of an Impact Assessment Process is provided in this section. The remainder of this section provides an adaptation for recovery management based directly on the Disaster Loss Assessment Guidelines (2002) from Emergency Management Australia (EMA) and the Queensland Government Department of Emergency Services<sup>14</sup>.

### 5.2.1 Steps for an impact assessment

There are a variety of impact assessment methods. EMA and the Queensland Government Department of Emergency Services use a 12 step approach to assess economic losses. The results can help selection of recovery options from consideration of hazards and vulnerabilities in the area, cost benefit analysis, and application of risk management (such as AS/NZS 4360:2004). Each step does not necessarily need to be explicitly followed. The starting point should always be to identify the purpose of the assessment but beyond that, progress will often be iterative, going back over steps 1-6 as more information emerges to modify what has already been assessed. The 12 steps are outlined as follows:

#### 1. Identify the purpose of the assessment

Define what the assessment is intended to be used for (pre-event risk assessment, or post-event response and recovery), what problem(s) its results might address (immediate

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<sup>14</sup> Refer to [www.ema.gov.au](http://www.ema.gov.au) see Australia Emergency Management Series in the publication section of the website. Last accessed on 20 April 2005.

estimation (for response) or survey accurate for full recovery) and what level of accuracy it hopes to achieve (aggregation of jurisdictional areas or individuals/properties). There has to be a name and definition of the emergency in sufficient detail to define the area and time boundaries.

## 2. Organise consultation and information collection

No impact assessment can be successful unless a clear process has been set up beforehand to define and manage it. There has to be:

- a centre for operations and collecting/processing data
- a set work plan with milestones for consultation, assessment, feedback and final reporting
- a timeframe within which all this has to happen and
- budget limitations may need to be set and observed.

Impact assessment involves input from many people and organisations and from assembled bodies of knowledge. This generally needs a committee made up of stakeholders to advise on the project. The consultation process not only means talking to people, but also covers setting up and running surveys, collecting and manipulating database information, and generally getting access to information in any form that would add value to the overall impact assessment.

## 3. Define the area and timeframe of the assessment

In any impact assessment there has to be a clear **boundary** within which the impact of the emergency of that area can be defined and evaluated. It is important to define the area being assessed, especially when estimating indirect losses and benefits in the form of insurance payouts and aid. When defining the area of the assessment, make sure it represents the local economy affected by the emergency – not just a nominal space such as a convenient topographical line like a range or a river. There are advantages in working to Local Authority Boundaries as they are often the same boundaries that pre-event statistics, such as populations and economic returns, are based. Keep the study area in harmony with the budget and time table for the assessment, and/or the extent of resources available to conduct it.

There also has to be a **timeframe** set to define how long after the emergency the assessment will be considering losses associated with it. Clearly, any assessment needs start and finish dates. Consider using a timeframe which is consistent with that of the response to, and of the recovery from, the hazard event. A flood event may use a timeframe of at least one to two years to fully assess indirect and intangible losses – unless indirect and intangible losses are judged to be unimportant in the emergency in question. Droughts or large earthquakes will have a longer timeframe, between five and ten years. As impact assessments will have to be reported during and after the emergency, consideration should be given to estimates of the likely indirect losses.

## 4. Select the type of assessment to be made

There are three commonly used approaches in assessing impacts after an emergency. They are:

- A rapid assessment, based largely upon pre-existing data for losses from similar previous emergencies – this is estimation from historic data – if relevant data exists.
- A synthetic approach, based upon modelled estimations of losses to model natural, built, social, and economic environments (e.g. using average building types and contents, population distributions, and economic models). Impacts are based on assumptions for the time or time-span of the event.
- A survey approach, where surveys are used to establish actual losses of the event being assessed. Some combination of approaches could be used. The synthetic approach is the most commonly used for pre-event analysis. The survey approach is commonly required



for the post-event impact assessment – to enable effective recovery management. In selecting appropriate assessment methods, take account of the advantages and disadvantages of each method.

### **Inspections and Needs Assessments (surveys)**

Where possible, surveys should combine inspections (making judgements from visual checks, such as whether a house may be safely reoccupied) with needs assessments (which involve interviewing affected residents). To cover both in a single visit to inform recovery management requires careful management and coordination (see **Annex D** for an example of a Recovery Needs Assessment and Support survey). Much of the critical information will have been collected during more rapid response activities. Registration (the process of recovering personal details of those affected by the emergency) will have identified many of the affected people and safety inspections will have produced a list of damaged properties.

Inspections and needs assessments require the adoption of clear and consistent criteria for reporting so that accurate comparisons can be prepared. Building inspectors, insurance assessors and public health officers are all likely to make inspections. The inspection process needs to be managed to ensure that priority tasks are completed first and that coverage is completed with efficient use of resources. Allowance needs to be given to additional impacts that may follow the initial hazard event (e.g. damaging aftershocks following a major earthquake or the failure of a lifeline, such as a road, that survived the hazard event but then fails when it has to carry increased loads as other roads are not now available).

Surveys can be used to assist short-term recovery by:

- determining numbers, locations, circumstances and ethnicity of displaced and/or injured people
- assessing the safety of buildings for occupation and continued use
- assessing the state of lifeline utilities
- assessing the need for temporary works, such as shoring and temporary securing of property
- protecting property from unnecessary demolition.

Inspections and needs assessments also contribute to longer-term recovery measures through:

- defining personal and community needs
- determining the aid and resources required for permanent recovery
- estimating the total cost of damage
- acquiring engineering, scientific and insurance data to inform the mitigation process.

## **5. Obtain information about the hazard event**

The aim of this part of an impact assessment is not to go into precise definition of the extent and characteristics of the hazard event but to focus on the key aspects in sufficient detail for the purposes of assessment. The starting point is generally a map, in whatever format best describes:

- the extent of the affected or assessed area
- the route of a moving hazard such as a forest fire, flood inundation or wind.

A map(s) would be supported by a wide range of source data such as:

- automated or manual field measurements during and after the emergency, such as flood depths and flow rates, projected rainfall
- photographs, television or private videotape records, eyewitness accounts

- reports on any other secondary impacts from the emergency, such as resulting contamination or building/infrastructure failures.

## **6. Obtain information about the people, assets and activities at risk**

Impact assessment is a measure of damage and disruption to assets and the effect this has on people and businesses in the affected and other areas. Environmental losses also may be important. Unfortunately, impact assessment sometimes has to measure the occurrence (where, who, how many) of death, injury and displacement resulting from the emergency.

A full list needs to be prepared in consultation with informed parties after an actual emergency. The outcome should be a database of everything likely to be affected by the hazard event.

## **7. Identify the types of impacts**

In this step, the information derived in Steps 5 and 6 is used to separate impacts into categories, generally described as direct or indirect losses, and tangible or intangible. This helps define where the major impact components are likely to arise and what measurement techniques will be needed. Measurement techniques will depend on the approach selected in Step 4. Intangibles are often ignored, yet are frequently identified as the most significant losses by the people affected.

## **8. Measure the extent of losses from all sources**

This is where the counting of losses starts. Step 4 outlines the ways of addressing impact measurement in the survey, synthetic and averaging approaches to impact assessment, when looking at direct, indirect and intangible losses. Rather than grouping all losses by each category of loss (direct, indirect and intangible), it may be more practical to collate them by 'loss sectors', and determine indirect, direct and intangible losses for each sector at a time. For example, in a typical flood emergency, loss sectors like these could be used to separate the items into study areas including residential, rural (including farming type eg, dairy, viticulture, horticulture etc), industrial, cultural heritage, vehicles/boats, commercial (including retail, tourism and hospitality), infrastructure, environmental, etc.

## **9. Decide whether to count 'actual' or 'potential' losses**

The use of actual or potential losses raises a number of issues for recovery management. For recovery, actual losses result from survey or direct indicators (e.g. loss of retail activity); potential losses are forecasts – dependant on the degree of recovery achieved:

- Actual losses may discriminate against well-prepared communities if the loss assessment is used to decide on the worth of mitigation options.
- Actual losses may discriminate against poorer communities as they will typically have fewer assets and less economic activity to be damaged by a hazard.
- The difference between actual and potential losses will change considerably over time as people move and as other circumstances change.

## **10. Calculate annual average damages (AAD) if needed**

This step is generally useful for detailing the economic impact to a region and the required investment the recovery redevelopment and the disaster mitigation that can be economically justified (in terms of losses avoided on an average year, using an estimate of AAD. AAD is calculated by plotting loss estimates for a given hazard at a range of magnitudes, against the probability of occurrence of the hazard event.

## **11. Assess benefits to region of analysis**

Economic assessment measures the net loss to the economy in the area of analysis. To obtain net loss, any benefits to the economy resulting from the emergency need to be subtracted from the assessed losses. Assessment of benefits is particularly important within a regional

context because post-event aid and insurance payouts will partly offset the tangible losses suffered, as the area of analysis becomes smaller. This step is only relevant for economic loss assessment.

## **12. Collate and present the results of the loss assessment**

Present the collated results of the impact assessment in a simple format, including maps and a table with assessments of different types of impact identified, together with any benefits from the emergency. A statement on the importance of intangibles should also be included to ensure they are not overlooked in recovery redevelopments and associated mitigation measures.

### **Key Messages**

Conduct vulnerability assessments pre-event to understand the likely consequences of impacts.

For recovery management undertake an impact assessment post-event, based on actual damage as surveyed during the response and early stages of recovery.

## 6 Information Management

### 6.1 Information Management Systems

Information obtained from impact assessments, either in response or recovery, needs to be analysed so that effective decision-making for needs and recovery can be made. As identified in the 12 step process of the impact assessment, the survey input form and subsequent data capture need to be developed and maintained by an information management system.

Information management systems should exist before the emergency and will hold the pre-event information. International experience shows that the best post-event information management systems are those that were operating pre-event. They are structured and resourced to be able to operate after the emergency, even if some functions and some information may be impaired through the loss of information and the loss of continued access to human resources.

A corollary is that business-critical pre-event information management systems need to be resilient to impacts from emergencies and should include:

- data and system backups
- alternate recovery sites
- alternate personnel.

Recovery software needs to be able to perform necessary functions efficiently and effectively. The systems need to be exercised regularly. The most effective way to achieve this is to use systems that are used as part of business-as-usual.

A diversity of information is required for recovery, from demographics and welfare records to land ownership and building infrastructure. This information is collected and managed as business-as-usual by many organisations, principally government, local government, and state owned enterprises, but also by some private sector consultancies. The systems for managing such information continue to evolve, moving from paper-based systems to electronic, structured, information management systems. These better enable data sharing and interoperability between disparate organisations. During business-as-usual, these arrangements require documented agreements, memoranda of understanding or contracts. Ideally such arrangements will operate throughout an emergency. They need to be examined to ensure the affected parties agree that they can.

Past emergencies have demonstrated the difficulties involved when data collection and management have had to be established during or during or after the emergency. The key planning issues are clarity about the information needed, and adequate definition of who is responsible for which part of the data management task. Key information is required in a response or recovery situation report, which can be maintained and updated as new information is received (see National CDEM Plan).

#### Information Management Checklist

✓	<b>Plan to:</b>
	use existing information and information systems
	establish and publicise who is responsible for which part of the recovery information management task prior to the need for recovery actions
	establish or adopt standard information management practices for impact assessments and for tracking the recovery assistance needed and provided throughout the recovery phase

## 6.2 Reporting

The purpose of reporting is to maintain accountability and transparency, to keep the wider community informed, to gain support and assistance and to record an account of recovery efforts, including lessons identified. Regular and thorough reporting of an emergency and of the recovery phases following an emergency, will enable the CDEM Group to justify actions taken and money spent to:

- the community affected by the emergency
- ratepayers
- taxpayers
- the general public through the media

A reporting system needs to cover the emergency from its beginning through to the final stages of recovery. Early in the recovery process, a timeline should be developed which states when each formal report is due, and agreed reporting formats. Reporting will be carried out by a variety of people during the response and recovery, often when there is a lot of action, when it is stressful, and in a variety of locations. The Group Controller (during response) or Group Recovery Manager (following the transition to recovery) may not be at a desk with a computer to file an updated report during an emergency. Reporting systems must therefore be flexible, simple and succinct and have the necessary administrative assistance when required. As one type of reporting will not fit all situations, reporting systems can be adapted for a specific emergency.

The formats, topics covered and frequency of reporting on recovery should be discussed in the CDEM Group plan. The National Controller with the National Recovery Manager will most likely decide on the finer details along with the Group Controller or the Group Recovery Manager when the terms of reference are established. Coordinating production and ensuring retention of copies of all reports (especially by the various agencies) is an important management task. The sum of all the reports will provide a record of the recovery from the emergency. The key people who will need to file regular reports are the Group Controller (during response), the Group Recovery Manager (during recovery) and the CDEM Group. It is also advisable that someone (an accountant or similar) keeps track of all expenditure.

As well as keeping a precise record of when the state of emergency was declared and when it is terminated (or details about the response if the emergency is not declared), regular recovery reporting on the state of the following should take place:

- Social Environment
  - Safety and wellbeing
  - Health
  - Welfare
- Economic Environment
  - Individual needs (microeconomic level)
  - Firms
  - Infrastructure
  - Central government (macroeconomic level)
- Built Environment
  - Residential
  - Commercial/industrial
  - Public buildings and assets
  - Rural farmland
  - Lifeline utilities
- Natural Environment
  - Amenity value
  - Waste and pollution management
  - Biodiversity and ecosystems
  - Natural resources

- External Assistance
- Adequacy of Local Resources
- Communications

### Reporting Checklist

✓	<b>Plan to:</b>
	provide a simple, flexible and succinct reporting system in line with national arrangements
	prepare formats for common reports inline with the national template
	train people filing reports
	provide adequate administrative support

### Key Messages

For optimum recovery information management and decision-making use existing information systems rather than deploying new ones.

Pre-event information systems must be part of a robust business continuity management regime.

## 7 Communication with the Community

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The Ministry will be developing a detailed Public Information Management guideline during 2005-2006 but for the purposes of this Recovery Management guideline, information is provided on the recovery management aspects of public education and public information.

### 7.1 Public Education

#### 7.1.1 Pre-event

Goal 1 of the *National CDEM Strategy* is 'to increase community awareness, understanding and participation in CDEM'. CDEM Groups, as part of their public education strategy should identify opportunities to educate the public about recovery. Successful community recovery from emergencies will only occur if everyone in the community understands the process of recovery and where they fit in. Individuals must understand their responsibilities and coordinate their work efforts with the community's recovery management organisation. Pre-planning for the recovery process and educating the community are the keys to successful recovery operations. Public education can address a number of issues that should result in the public being better prepared for emergencies thereby reducing the impact upon themselves and their families.

- Likely impacts of known hazards and consequences of an emergency and how best to deal with them.
- Understanding of recovery and the processes involved.
- Expectations of available assistance.
- Central government assistance likely to be available.
- Functions of local councils and other non-government agencies in recovery.
- How information will be passed to the community.
- What the community is expected to do.

Public education methods and medium for recovery should be inventive, creative and proactive. Information alone rarely leads to a change in attitude, understanding or behaviour. All factors must be considered, including the capability of individuals to respond positively and the nature of community support. The most successful campaigns will combine a number of different ways of communicating with what may be distinct and/or diverse communities and achieving the agreed educational objectives. For example:

- brochures, flyers, booklets and posters
- inserts in newspapers and newsletters
- advertising – paid and sponsored
- use of the internet, CDs and other technologies
- giveaways including: caps, T-shirts and fridge magnets
- meetings
- displays
- anniversaries and commemorative events.

Public education programmes for recovery need to be evaluated for their effectiveness to ensure that the information being communicated is reaching the intended audience and getting the right results. Research will also help to identify areas that need to be modified for an ongoing long-term public education programme. **Annex E** provides an overview of the psychological affects commonly experienced following an emergency. This may provide some issues and key messages for planning a public education strategy for recovery as well as dispelling myths about emergencies and disasters.

## 7.2 Public Information Planning

### 7.2.1 Key public information principles

During emergencies (both response and recovery), the following principles will underpin the public information aspects of the response and recovery operations:

- *Public information management planning*: each agency that issues public information communiqués during an emergency must act according to a well developed and tested group public information plan.
- *Disclosure of information*: is honest and full and released in accordance with the appropriate authority – recognising the public's right to know.
- *Key stakeholders identified*: including politicians and other very important persons (VIPs) ought to be identified early in the emergency and kept informed.
- *Authorisation of public information communiqués*: while the public information manager develops and coordinates the communiqués, the CDEM controller or the recovery manager authorise them and an authorised spokesperson communicates them.
- *Identification and training of authorised spokesperson*: spokespeople (such as the mayor, controller, or senior staff member) are designated pre-event and given appropriate training to ensure they have the necessary skills to meet public and media demands.
- *Dealing with the media*: the media are a vital link between response/recovery organisations and the public. Establishing dedicated media facilities and systems of accreditation ensures that the media have accurate and timely information.
- *Public information function must be resourced*: CDEM Groups must recognise the vital role of public information and resource it appropriately with professional staff that have the required expertise and authority to act effectively (PIM, media liaison).
- *Shared resources*: CDEM organisations need to pool personnel and resources to provide professional and timely information to the public and develop effective media relations. Media representatives should be encouraged to pool arrangements to share information.

### 7.2.2 Pre-event planning for public information

Pre-event planning for both response and recovery considers the above principles to achieve key outputs:

- Selection and appointment of a PIM.
- Designation and training of authorised spokespeople.
- Development of public information processes and templates.
- Development of a media strategy/communications plan (see **Annex G**).

#### Public Information Team

##### *The Public Information Manager<sup>15</sup>*

- The PIM will be responsible directly to the Group Controller or the Group Recovery Manager (following the transition from response) to ensure effective communication with the public is unimpeded. Key activities for a PIM include:
  - media liaison (links to broadcast, print and other media for prior planning and dissemination of warnings and information during an emergency)
  - public information (the provision of advice to people affected by an emergency, either through mass media or information centres).



- The PIM oversees all aspects of the media response including:
  - arranging media visits to the affected area
  - media centre management when one is established
  - monitoring likely media activities related to the emergency but at locations remote from the primary scene
  - monitoring media coverage
  - support of those who choose to be interviewed and protection of the privacy of those who do not.
- In an emergency (response and recovery):
  - authority for issuing all public information lies with the Group Controller or (after the transition from response) the Group Recovery Manager and will be coordinated through the PIM (refer to **Annex F**)
  - the PIM liaises with public relations staff of emergency services and other agencies to coordinate public information
  - authorised instructions and information will be released as quickly as possible to the public through all means available
  - all organisations involved in the emergency should clearly understand how public information will be released
  - the PIM should be prepared to broadcast public information in Maori and other languages as appropriate
  - the PIM should encourage media representatives to establish a media pool that represents all media agencies and be accredited by the CDEM organisation for that purpose
  - the PIM ensures the public enquiry centre is provided with regular information to respond to individual information requests about the emergency generally or about particular people.

#### ***Other key personnel***

- The nature of the emergency and the community, and size and complexity of the CDEM organisation will dictate the scope and structure of the public information team during recovery. Some of the communication/public information functions likely to be required during recovery may include:
  - managers (officers) for groups such as media centre operations, public information centre operations, website, release of public information, briefing of spokespeople
  - information coordinator –information gathering, checking authenticity, writing and distributing media releases
  - webmaster –entering information, media releases and photos on website
  - facilities manager –coordinate facilities, set up news conferences, assist media with requests
  - media liaison officers –brief media, coordinate media facilities, liaise between media and information coordinator
  - receptionists/log keepers –administer information flows, keep records of events.
- These roles would be performed by:
  - council communications staff
  - other appropriate council staff who could assist during a prolonged emergency

public relations staff from emergency services:

- Police
- District Health Board
- Fire Service
- Defence Force
- Red Cross

PR/communications personnel working in businesses in the region who have been identified pre-event and provided with appropriate CDEM familiarisation training

- communications personnel from neighbouring councils
- journalists from media agencies in the community where appropriate.

### **Templates**

Templates and other resources to assist the PIM are available online at [www.civildefence.govt.nz](http://www.civildefence.govt.nz) under the Public Information Resources section. These include:

- media log call sheets
- rumour log sheets
- duty roster template
- media release template
- media release procedures and media contacts
- media conference guidelines
- media conference worksheets
- sample media advisory
- sample advisory
- emergency public information priorities.

### **Communications plan and media strategy**

A comprehensive communications plan and media strategy establishes the process and responsibilities for the effective collection, control and dissemination of public information in recovery. It minimises the level of misinformation and rumour during recovery. The plan helps leaders make effective decisions and promotes a sense of confidence within the community and among those personnel involved in the delivery of recovery services. An example recovery office communications plan is provided in **Annex G**.

### **7.2.3 Post-event**

The following paragraphs address a number of internal and external factors that may impact on the organisations and systems put in place to cope with a wide ranging recovery operation. They need to be considered in the context of the emergency and its consequences.

#### **Public Information Management**

- *Effective information management*  
In recovery, public information is one of the mechanisms by which the affected community and the wider public are encouraged to participate in the process of restoration and regeneration. Public information can reach audiences within the impact area, throughout the local area, across the nation and internationally. This is the key to rebuilding community confidence.
- *Continuity of information*  
Continuity of public information following an emergency is vital during the immediate, medium

and long-term recovery of affected communities. The focus of the content might change during different stages but maintaining the flow of information remains critical.

- *Managing public expectations*

Those affected – and the public at large – cannot be expected to understand the challenges faced by a recovery manager who, with only limited resources and without any statutory powers, will be attempting to coordinate the whole recovery effort. Prior agreements and planned press releases will serve to inform and to pre-empt unrealistic expectations.

- *Coordination of public information messages*

- Every agency participating in the recovery process has a responsibility to communicate with their customers. Joint information centres, joint or agreed press releases and agreement on key messages helps the process and provides a better service to those affected.
- Use electronic media such as websites (hosted by local government and participating agencies) and internet news sites. Providing answers to frequently asked questions on an advertised website is an excellent way to provide coordinated public information.

- *Authorisation procedure*

- Information for external or internal use will be coordinated through the PIM. Key messages will have been agreed to by the Group Controller or (following the transition from response) the Group Recovery Manager who will authorise media releases, internal communiqués, public addresses, internet messages and live statements to the media.
- The PIM will gather information from credible sources, check the accuracy and the timeliness of the data, frame that material into appropriate formats and then publish the information once it has been authorised.
- Authorisation will not be required for media advisory messages or updates of factual information that has been checked for accuracy by the PIM.

- *Feedback*

Information provision must be part of a two-way process where the expectation is not only that people will receive and process information, but that they will have the opportunity to provide feedback. This closes the loop on ownership (or otherwise) of recovery decisions.

- *Countering misinformation*

Misinformation, whether rumour, speculation or media inaccuracies, can derail recovery activities and cooperative undertakings. Monitoring arrangements are required both formally (media outlets) and informally (local gossip). Useful ways to keep accurate information in the public arena are:

- timely press releases
- talkback radio
- buying advertising space/media time
- posting information on a designated website
- using local networks (churches, schools, marae).

- *Communicating change*

Where recovery priorities or actions are likely to be controversial, those affected have the right to learn about it first hand and to participate in the decision-making process. Face-to-face communication is essential. Both public and private meetings with impacted residents/organisations will be required.

## Stakeholders<sup>16</sup>

- *Very important persons*
  - Visits by VIPs during the recovery can lift the morale of those affected as well as those who are involved with the response. A government minister may make an early visit to the scene or areas affected, not only to mark public concern but also to be able to report to Parliament on the response/recovery activities. They may be accompanied by local Members of Parliament. It is possible that the scale of an emergency may, in addition, prompt visits by the Prime Minister. Local VIP visitors may include religious leaders, local MPs, mayors, chairmen or other elected representatives and if foreign nationals have been involved, their country's ambassador.
  - Visits to the area need to take account of the local situation and the immediate effects on the local community. It may be inappropriate for VIPs to visit those affected by the emergency as recovery activity is being established.
  - VIP visits will inevitably cause some disruption, and this needs to be kept to a minimum. The additional need for security may also cause a problem. However, there are also dividends to be gained from such visits as they may boost the morale of all those involved and give an opportunity to place on record public gratitude for what has been done.
- *Politicians*
  - Both national and local politicians will play key communication roles in providing information and participating in briefings. They will also have a role as spokesperson from time to time. It is central government's intention to communicate jointly on a multi-agency basis following CDEM emergencies to ensure clear, accurate, unambiguous, timely information to the public.
  - Visiting ministers will require a comprehensive briefing before visiting the site and will require briefing before any meetings with the media.
- *Special needs*

Consideration must be given to:

  - communicating with non-English speaking communities
  - cultural sensitivity
  - special needs of children, the elderly, infirm or disabled.

## Managing the media

The media can play a significant role in helping communities to cope with and recover from emergencies as well as assist emergency managers to build and maintain public trust and confidence. However there is a view shared by many emergency managers that they could do their jobs better during times of emergency if they did not have to divert valuable time and resources to deal with the media. Recent experience from emergencies in New Zealand and overseas suggests that time spent planning for the convergence of the media and taking steps to manage their involvement will reap significant benefits. Experience suggests that the information needs and resource requirements of the media during an emergency are predictable. Procedures and processes that will reduce the level of disruption can be prepared in advance.

- *Media liaison*

A CDEM emergency occurring in New Zealand will inevitably attract significant and sustained interest from both national and international media. Due to the fact that the recovery process will generally involve different organisations, there is a need to coordinate information between the CDEM Group recovery office and national arrangements to the media to avoid confusion or conflict. The most effective means of dealing with this issue is through the nomination of a CDEM Group PIM to represent the overall recovery process.

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<sup>16</sup>There has been significant work developed within New Zealand on the next two sections of this guideline on 'Stakeholders' and 'Managing the Media' which will be published as part of the Publication Information Management Guideline in 2005/2006. In addition, a strong body of international work has been developed in this field, as such the following sources are referenced: Home Office (2003) Dealing with Disaster on the UK Resilience website: [www.ukresilience.gov.uk](http://www.ukresilience.gov.uk) and LESLP (2003) Major Incident Procedure Manual (2003), London: [www.leslp.gov.uk](http://www.leslp.gov.uk)

- *Managing media interest*

During emergencies the press, radio and television have a legitimate interest in obtaining prompt and accurate information. If media access to accurate information is unduly restricted, rumour and speculation may be substituted for fact. Consequently, there is nothing to be gained by attempting to restrict media access. The media are also a vital link between recovery agencies and the public, and provide an effective means of disseminating information. It is recommended that regular and scheduled media briefings be negotiated to suit the publishing and broadcasting timetables of the media.

Using experienced media personnel will limit the potential for problems. The following will all assist with media management:

- honesty
- accessible personnel
- respect for timelines
- regular press releases
- a single spokesperson
- coordinating the communication of key messages
- using joint information centres (multi-agency coordination).

Any potential impact on tourism must be acknowledged. Specialist media liaison may be required to take the heat out of this issue.

- *Media centres*

If the incident is significant and likely to attract a considerable media presence for days or even weeks, PIMs should consider establishing a media centre. This could be set up during the response phase and continue following the transition from response activity to recovery. Such a centre gives journalists a base to operate from, shelter from the elements and (ideally) provides toilet and refreshment facilities. The advantages for everyone include improved communications and speedy organisation of briefings and interviews.

Buildings should be identified in emergency plans which can be used as a media centre, although experience has shown that facilities can be set up rapidly in many suitable buildings. Such centres offer a number of advantages to all concerned.

- They provide the media representatives with a known source for the most accurate and up-to-date information which the authorities can make available.
- Once links with the agencies involved are in place and media contacts have been nominated, smooth flows of information can be established.
- Coordinating information from the media centre should help to control media presence at the site and other locations such as the CDEM Group emergency operations centre (EOC), whether this is for photo opportunities or briefing, and assist with the support of those directly affected.
- Monitoring arrangements may be set up at the media centre so that all concerned are aware of what the media are broadcasting or publishing.
- In the event of a widespread or multi-site emergency, a single media centre could serve as a focus for several media liaison points at differing locations.
- The same media centre may suffice for both the initial response and the recovery phase.

- *Sustainability*

Major emergencies place enormous demands on all involved in the response. Media interest, particularly if it is international, can create pressure throughout a 24-hour period and careful planning of staggered handovers is essential. All agencies will wish to take the sustainability of the level of response to the media into account, and seek mutual aid accordingly. The pooling of resources in a joint media centre should be helpful in this respect. It needs to be remembered that sustainability applies not only to operational personnel but also to those

involved in providing administrative support. In the much longer term, experience has shown that media interest is revived on anniversaries of emergencies and agencies may wish to give consideration as to how these occasions should be handled.

- *Remote handling*  
In some emergencies attention has focused on communities and individuals living many miles from the scene. An example is the hometown of people killed whilst travelling. This too may require coordinated media-handling arrangements to ensure an efficient and coherent response from the authorities.
- *Organisational learning*
  - Public information teams from the agencies involved will decide if the incident warrants a post-incident debrief with the relevant PIMs who were involved. If such a debrief is held, representatives from the various teams should consider producing a briefing note for their colleagues, evaluating media coverage and identifying best practice and any lessons that have been identified which could assist PIMs attending similar incidents in the future.
  - In addition, where there has been a considerable amount of media attention there will be inevitable strains between media and agency interests. There is much to be gained by inviting senior media representatives to meet with senior members of the emergency services and other response and recovery agencies some weeks after an emergency to discuss how both sides saw the way information was managed and to identify any lessons to be learned in the process (also see Part 8 – Learning from Emergencies).

Every CDEM organisation must establish an effective team to manage the public information function during the response to, and recovery from, an emergency. During the response phase public information informs and reassures. In the recovery phase, it is the mechanism by which the affected community and the wider public are encouraged to participate in the process of restoration and regeneration.

The development of a comprehensive communications plan will assist leadership and decision-making and promote a sense of confidence in the recovery management organisation by:

- ensuring that those who need information in an emergency get it and those who provide information do so in a timely and accurate manner
- promoting the effective management of information between all central and local government agencies involved in the recovery process, the media and the public.

## Pre-event & Post-event Public Information Checklist

✓	<b>Plan to:</b>
	train potential spokespeople to deal with the media and appoint an experienced PIM
	identify priority information needs and develop a comprehensive media strategy
	approve media plan/strategy developed by PIM and Group Recovery Manager
	identify the different communities affected by the emergency and then assess any specific cultural or language needs of the affected community
	coordinate public information through: <ul style="list-style-type: none"> <li>• joint information centres – bringing together media personnel of participating agencies</li> <li>• spokespeople</li> <li>• identifying and adopting key message priorities</li> <li>• using a single publicised website for all press releases</li> </ul>
	develop processes for: <ul style="list-style-type: none"> <li>• media liaison and management (all forms, eg, print, broadcast and electronic media)</li> <li>• briefing politicians</li> <li>• alternative means of communication such as public meetings, mailbox flyers, advertising</li> <li>• communicating with community groups</li> <li>• meeting specialist needs</li> <li>• formatting press releases</li> <li>• developing and maintaining a website</li> <li>• ensuring feedback is sought, integrated and acknowledged</li> </ul>
	monitor print and broadcast media and counter misinformation

## Key Messages

Appoint a public information manager.

Develop a media strategy/communications plan.

## 8 Learning From Emergencies

The Ministry is developing a separate debriefing guideline during 2005-2006 but for the purposes of this Recovery Management guideline, an overview of pre- and post-event considerations for debriefing is provided in this section.

### 8.1 Pre-event

It is important during pre-event planning to establish a process for learning from an emergency. This should involve identifying a process for organisational debriefing and reviewing plans and arrangements post-event both in response and recovery. This expectation will be communicated with all stakeholders pre-event.

#### Learning from Emergencies Pre-event Checklist

✓	<b>CDEM Groups plan to:</b>
	hold appropriate and timely organisational debriefs following an emergency
	hold appropriate and timely reviews following an emergency

### 8.2 Post-event

Post-event activity will include the preparation of reports, undertaking organisational debriefs and reviewing plans and arrangements. It is also important post-event to ensure staff feel supported and valued as they contribute to the response and/or recovery activities. This section provides an overview of recommended support mechanisms for staff.

As well as providing organisational debriefing opportunities for the agencies involved, consider the community needs for debriefing. This may take the form of public meetings, focus groups or other community meetings to discuss what lessons community members have identified from an emergency.

#### 8.2.1 Staff support mechanisms

Staff should be offered a range of support services following an emergency<sup>17</sup>. It is important that staff do not feel pressured to either participate or use any of these methods. These support services are made available for those who wish to use them on a confidential basis. Some of the support mechanisms that might be offered include:

- support from fellow staff members
- support from managers
- access to support via helplines
- access to counselling
- encouragement of a no-blame culture
- psychological intervention including large group therapy, defusing and individual crisis intervention
- access to occupational health for the follow-up and aftercare of staff and their families

#### 8.2.2 Reporting

The purpose of reporting is to maintain accountability and transparency, to keep the wider community informed, to gain support and assistance and to record an account of recovery efforts, including lessons identified. For details on reporting post-event, see Part 6 - Information Management.

<sup>17</sup> The section on staff support mechanisms has been reproduced from Norman et al (2005) Health Emergency Planning: A Handbook for Practitioners, HPA, London



### 8.2.3 Organisational debriefing<sup>18</sup>

Post-event learning is an essential aspect of both the planning process and successful recovery. Emergencies occur on an infrequent basis and it is 'particularly important to document any lessons identified from managing incidents and to change current procedures and plans and provide reasons for any changes, so that they can be referred to in future incidents, which may not be managed by the same team. Many of the lessons identified in managing an incident have value for others working in the field'<sup>19</sup>.

#### Types of organisational debriefing

There are three types of organisational debriefing that can be used to promote post-event learning. They can be held at different times eg, following the end of the response, throughout the recovery activity (such as at three-monthly intervals) and following the exit strategy.

1. The hot (or immediate post-event) debrief

*Key aspects*

- Held immediately after the incident response or shift is completed.
- Should address key health and safety issues.
- Provides an opportunity to thank staff and provide positive feedback.
- May be facilitated by a number of people from within the organisation.
- A number of hot debriefs may be held within an organisation simultaneously following an incident. Each department/unit may wish to hold their own hot debrief to identify key issues within their locality.

2. The internal organisational debrief

*Key aspects*

- Should be held within four weeks of the incident. If the incident continues to be managed over the medium to long-term it may be necessary to hold regular internal organisational debriefs at key milestones.
- Should involve the same key players within the organisation that were involved in the response to the incident.
- Should address organisational issues not personal or psychological ones.
- Should look for both strengths and weaknesses and ideas for future learning.
- Provides an opportunity to thank staff and provide positive feedback.
- May be facilitated by a range of people within the organisation.

3. The multi-agency debrief

*Key aspects*

- Should be held within six weeks of the incident. If the incident continues to be managed over the medium to long-term it may be necessary to hold regular multi-agency debriefs at key milestones.
- Should address organisational issues not personal or psychological ones.
- Should look for both strengths and weaknesses and ideas for future learning.
- Provides an opportunity to thank staff and provide positive feedback.
- May be facilitated by a range of organisations such as police, local authority or fire service.

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<sup>18</sup>Section on debriefing adapted from Norman, (2003) *Organisational Debriefing* (Working Paper) Coventry Centre for Disaster Management, England

<sup>19</sup>Eagles, E, Goodfellow, F, Welsh, F, Murray, V, (2003) *Environmental and Public Health*, HMSO, London

### 8.2.4 Confidentiality

Depending on the organisation, information acquired during the debriefing process is subject to the Official Information Act 1982 or the Local Government Official Information and Meetings Act 1987. Central to both of these statutes is the 'principle of availability', which requires that official information be made available on request unless there is good reason to withhold it.

When considering whether or not to release or withhold information gathered during debriefing, an organisation should carefully weigh the benefits in releasing material against the importance of ensuring respondents' confidentiality, taking into consideration the provisions of the relevant Act, the guidance provided by the Office of the Ombudsmen, and any legal advice the agency may obtain.

#### Learning from the Emergency Post-event Checklist

✓	<b>CDEM Groups should:</b>
	hold appropriate debriefings following an emergency
	undertake a review of plans and arrangements to promote organisational learning
	develop reports and action plans as necessary to address identified lessons and/or gaps
	identify appropriate training and exercising needs following the debriefing process to validate new arrangements

#### Key Messages

Following the emergency hold organisational debriefs that include all agencies involved.

Undertake a full review of plans and arrangements to promote organisational learning.

## 9 Exit Strategy

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The formal recovery structure must have an end. Organisational arrangements will be wound down and responsibility for completing outstanding tasks and actions assigned and acknowledged. The recovery phase involves restoring the community to the point where normal social and economic activity may resume. Withdrawal of formal recovery structures from the impacted community must be planned and staged.

An exit strategy is a systematic plan to achieve the withdrawal of formal recovery assistance from the recovery centre. The plan includes the arrangements for completing outstanding tasks. Withdrawal of formal recovery assistance requires a handover of the activities to agencies who normally have the lead responsibility so they can undertake the required services. The exit strategy outlines the handover of responsibilities for the following:

- Group Recovery Manager
- Recovery Office (administration)
- Social Environment Task Group and subtask groups
- Economic Environment Task Group and subtask groups
- Built Environment Task Group and subtask groups
- Natural Environment Task Group and subtask groups
- Public information, communications and planning and reporting

### Consider Who, Why, When, Where and What

**Who:** The exit strategy identifies which of the agencies within the CDEM Group is responsible for coordinating ongoing recovery management and comprises the supporting organisational structure. Community participation is essential.

**Why:** To ensure businesses and residents take control of their community's return to normalcy.

**When:** As soon as possible. Withdrawal must be planned into every task and action. Long-term recovery measures may require a project process to ensure that the project delivers as planned, but responsibility for monitoring such actions should be built into everyday organisational governance arrangements that assume responsibility from the outset. Many recovery activities may continue into the long-term including servicing recovery centres and restoring buildings and services within the community. It may be possible for some tasks to be incorporated into an organisation's (such as local authorities) business-as-usual activities.

**Where:** In the public arena. The community needs to know the level of support is being reduced, to participate in these decisions and to be informed of where to get help in the future. An event of some kind should be planned to acknowledge what they have suffered (and survived), what has been achieved, what remains to be done and the process for ensuring that it will happen.

#### **What:**

- Key achievements of the unit
- Ongoing issues
- Handover arrangements

**The following components may be included as part of your exit plan:**

Portfolio	Lead Agency/s	Support Agency/s	Management of Ongoing Issues (Examples Only)
Security & Safety	New Zealand Police		<p><b>Priority:</b> Safety of individuals</p> <ul style="list-style-type: none"> <li>The New Zealand Police will continue to monitor security and safety issues.</li> <li>An increase in domestic violence has already occurred and this trend is unlikely to change in the medium to long-term. Attention to housing issues (in particular overcrowding as a result of billeting) is expected to help mitigate against this problem.</li> </ul>
Welfare	Work & Income New Zealand	Salvation Army Local community trusts	<p><b>Priority:</b> Social Environment</p> <ul style="list-style-type: none"> <li>Work &amp; Income will pay the appropriate benefits.</li> <li>Work &amp; Income will also fund the one-off re-establishment grant for those uninsured who qualify.</li> <li>The Salvation Army has agreed to coordinate the provision of donated goods to those in need. A process to ensure the equitable distribution has been developed. The distribution process will be coordinated by the local community trust. The effectiveness of the process will be monitored by the lead agency.</li> </ul>
Housing	Housing New Zealand Corporation (HNZC)	Work & Income	<p><b>Priority:</b> Social Environment</p> <ul style="list-style-type: none"> <li>HNZC will continue to source housing solutions for people displaced as a result of the emergency. They will work with Work &amp; Income to monitor those being billeted and continue to follow up work with others known to be in temporary accommodation situations.</li> <li>It has been agreed that a priority exists for housing families presenting to the Women's Refuge.</li> <li>Work &amp; Income and HNZC have agreed to monitor the adequacy of temporary billeting accommodation, as it is recognised that not all arrangements will be satisfactory in the medium to long-term. Each case is to be dealt with on a case-by-case basis.</li> <li>District councils will continue with their respective roles of managing the building consent processes to ensure that all dwellings that are repairable have their work completed to the standard required. Builders and homeowners will be supported with the advice that they need to achieve this.</li> <li>District councils will ensure that decisions are made about houses impacted by the emergency – and ensure that homeowners are kept up-to-date with progress on emergency-related issues.</li> </ul> <p><i>Note:</i> HNZC have agreed to work directly with the local community trust board and the district council to address long-term housing issues, which existed prior to the emergency.</p>
Counselling	Lead Agency	List of counselling agencies	<p><b>Priority:</b> Social Environment</p> <ul style="list-style-type: none"> <li>Victim Support will coordinate ongoing counselling services. This is considered to be one of the services for which the longest needs will be felt. (See the National CDEM Plan for details of the lead agency for this function).</li> <li>Agencies have been identified which have established their own community networks and are able to receive referrals for initial visits in order to ascertain future counselling requirements.</li> <li>A process has been put in place to coordinate referrals for counselling, both formal and informal. An agreement was reached which requires agencies to record all their referrals accurately. Should further counselling be required the agency/iwi group will be required to seek approval for funding requests from Victim Support. A referral system for this is currently being implemented.</li> <li>Victim Support currently have an infrastructure in place that tracks all referrals entered into the database and subsequently enables payment to agencies for any work completed.</li> </ul>

Maori Relations	Te Puni Kokiri (TPK)	Local iwi leaders Local Maori community agencies	<p><b>Priority:</b> Social, Economic, Natural and Built Environments</p> <ul style="list-style-type: none"> <li>• TPK have facilitated the iwi/Maori response in the recovery process. They have provided assistance and support to central government and local government agencies. TPK have also worked collaboratively to find solutions for iwi/Maori affected by the emergency.</li> <li>• Agencies and organisations with a focus on Maori issues will continue to source information, support and advice for the communities that they serve.</li> </ul>
Health	District Health Board (DHB)	Public health	<p><b>Priority:</b> Social Environment</p> <ul style="list-style-type: none"> <li>• The issue of water supplies will continue to be dealt with by the district council or private suppliers with support from public health.</li> <li>• The DHB will continue with its normal role of providing primary and secondary health services.</li> <li>• District councils will continue with their usual roles of providing environmental health services. This includes advocacy with other health related providers.</li> </ul>
Education	Ministry of Education	Iwi agencies	<p><b>Priority:</b> Social Environment</p> <ul style="list-style-type: none"> <li>• The Ministry of Education will advocate for increased support in affected communities in the medium to long-term. A significant number of students have been evacuated from their homes. As they return to school and in the months ahead they will need consistent and extra support to cope with their changed circumstances. Secondary schools have their own counselling services that will provide extra support. Some of the affected primary schools have social workers in schools (SWIS) to provide extra support. However there are still eight schools that do not have these resources. The MOE is working with iwi, social and health services to obtain funding to place SWIS in those schools.</li> <li>• Schools will deal with truancy issues using existing policy mechanisms.</li> <li>• The physical infrastructure of the school system in the area is not an issue</li> </ul>
Tax	Inland Revenue Department		<p><b>Priority:</b> Economic Recovery</p> <ul style="list-style-type: none"> <li>• IRD will respond to tax queries and provide information as required.</li> </ul>

## Glossary

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Unless otherwise stated to the contrary, the following terms and words used in this document have the meaning specified below.

<b>Capability:</b>	Ability or power of action to deliver resources in the event of an emergency (Note: capability = capacity + delivery, and therefore includes process).
<b>CDEM:</b>	Civil Defence Emergency Management: (a) means the application of knowledge, measures and practices that - (i) are necessary or desirable for the safety of the public or property; and (ii) are designed to guard against, prevent, reduce or overcome any hazard or harm or loss that may be associated with any emergency; and (b) includes, without limitation, the planning, organisation, coordination and implementation of those measures, knowledge and practices.
<b>CDEM Groups:</b>	Consortia of local authorities working in partnership with emergency services, major utilities and others to ensure that emergency management principles are applied at the local level.
<b>Community:</b>	A collective of people unified by a common interest.
<b>Consequence:</b>	The outcome of an event expressed qualitatively or quantitatively, being a loss, injury, disadvantage or gain. There may be a range of possible outcomes associated with an event.
<b>Disaster:</b>	An event that causes significant loss or damage and that overwhelms the capability of the community to manage it. Such an event could require significant additional resources.
<b>Emergency:</b>	means a situation that - (a) is the result of any happening, whether natural or otherwise, including, without limitation, any explosion, earthquake, eruption, tsunami, land movement, flood, storm, tornado, cyclone, serious fire, leakage or spillage of any dangerous gas or substance, technological failure, infestation, plague, epidemic, failure of or disruption to an emergency services or a lifeline utility, or actual or imminent attack or warlike act; and (b) causes or may cause loss of life or injury or illness or distress or in anyway endangers the safety of the public or property in New Zealand; and (c) cannot be dealt with by emergency services, or otherwise requires a significant and coordinated response under this [CDEM 2002] Act.
<b>Hazard:</b>	Something that may cause, or contribute substantially to the cause of, an emergency.
<b>Holistic Recovery:</b>	An approach which considers all the components that make up recovery.
<b>Recovery:</b>	The coordinated efforts and processes to effect the immediate, medium and long-term holistic regeneration of a community following a disaster.
<b>Resilience:</b>	The community's ability to withstand the damage caused by emergencies and disasters; it is a function of the various factors that allow a community to respond to and recover from emergencies <sup>20</sup> .
<b>Risk:</b>	The probability and consequences of a hazard.

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<sup>20</sup>World Health Organisation (WHO), (1999) *Community Emergency Preparedness: A Manual for Managers and Policymakers*, WHO, Geneva, p. 30

**Risk Management:** The culture, processes and structures that are directed towards the effective management of potential opportunities and adverse effects. It is a process involving the systematic application of management policies, procedures and practices to the tasks of establishing the context, identifying, analysing, evaluating, treating, monitoring and communicating risk.

**Vulnerability:** Being prone to or susceptible to damage or injury<sup>21</sup>.

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<sup>21</sup> Blaikie et al (1997) *At Risk: Natural Hazards, People's Vulnerability and Disasters*, Routledge, London

## Annex A(i): Local Recovery Manager Terms of Reference

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(Day) (Month) (Year) .....

Recovery Manager: .....

### Terms of Reference

- 1 In consultation with the Mayor and Chief Executive of the ..... Local Authority, establish an interim management structure to coordinate recovery measures for the participating central government and local agencies concerned with the community of..... and its surrounding district.
- 2 Facilitate and coordinate the operation of agencies involved in the recovery operation. In particular to:
  - ....., and
  - seek long-term solutions involving all the affected parties.
- 3 Provide regular reports on recovery operations to council, and any central government agencies that have a role in the recovery process.
- 4 Identify areas where council needs to make decisions beyond existing policies and procedures, and advise on recommended options.
- 5 Disseminate information so that all concerned are aware of the steps being taken during the recovery process.
- 6 Provide a report at the end of the appointment as recovery manager detailing the expenditure committed, actions taken, lessons learnt, and any recommendations.



## **Annex A(ii): CDEM Group Recovery Manager Terms of Reference**

(Day) (Month) (Year) .....

Recovery Coordinator: .....

### **Terms of Reference**

- 1 In consultation with the chair of the ..... CDEM Group establish an interim management structure to coordinate recovery measures for the participating central government and local agencies concerned with the community of ..... and its surrounding districts in circumstances where they have not been able to establish themselves.
- 2 Facilitate and coordinate the operation of agencies involved in the recovery operation. In particular to:
  - set up such recovery structures as necessary, and
  - identify long-term solutions involving all the affected parties.
- 3 Provide regular reports on recovery operations to council, and any central government agencies that have a role in the recovery process.
- 4 Identify areas where council needs to make decisions beyond existing policies and procedures, and advise on recommended options.
- 5 Disseminate information so that all concerned are aware of the steps being taken in the recovery process.
- 6 Provide a report at the end of the appointment as recovery manager detailing the expenditure committed, actions taken, lessons learned, and any recommendations.

## Annex B: Template for a Recovery Action Plan

Emergency: .....

Date of Emergency: .....

Districts/CDEM Groups: .....

Recovery Manager for Emergency: .....

Date Recovery Action Plan starts: .....

Date to Review Recovery Action Plan: .....

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

Date for Transition	Activity	Signed & Dated by National Controller & Recovery Manager

Brief sitrep

Date	Current Situation

**Schedule of meetings**

Date	Location	Type of Meeting	Agencies to Attend

**Actions outstanding from response phase**

Date	Outstanding Actions from Response Phase	Risks Identified? Yes/No If yes, what risks?	Agency Responsible	Date to be Completed	Date Completed

**Notes**


**Key short-term recovery priorities**

Date	Short-Term Recovery Priorities	Risks Identified? If yes, what risks?	Agency Responsible	Date to be Completed	Date Completed

**Notes**


### Key medium-term priorities

Date	Medium-term Recovery Priorities	Risks Identified? If yes, what risks?	Agency Responsible	Date to be Completed	Date Completed

### Notes


### Key long-term priorities

Date	Long-Term Recovery Priorities	Risks Identified? If yes, what risks?	Agency Responsible	Date to be Completed	Date Completed

### Notes


## Developing an exit strategy

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

## Notes


## **Annex C: Checklist for Establishing a Recovery Centre**

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### **1 Physical location requirements**

- ☐ Easily accessible – close proximity to public transport (if possible) and/or car parking
- ☐ Access for disabled persons
- ☐ Capacity – large enough to hold staff and people visiting the centre
- ☐ Layout – space for reception, interview areas, meeting room, staffroom, offices, storage area, administration area
- ☐ Adequate and reliable:
  - ☐ power
  - ☐ sewage
  - ☐ water
  - ☐ communications
- ☐ Catering available

### **2 Steps for establishing the recovery centre**

- ☐ Consider rental or lease arrangements
- ☐ Furnishings
- ☐ Building modifications if necessary
- ☐ Connection of utilities if necessary:
  - ☐ telephone system and data lines – internet
  - ☐ dedicated in and out phone lines
  - ☐ answer phone for after hours
  - ☐ fax machine
  - ☐ mobile phones – check coverage
- ☐ Arrange security for access to premises
- ☐ Arrange lease/hire/purchase of major equipment:
  - ☐ photocopier
  - ☐ computers and printers
  - ☐ safe
  - ☐ whiteboards
  - ☐ security bin/shredder
  - ☐ kitchen requirements such as microwave if not already available

### **3 When opening the recovery centre**

- ☐ Ensure signage is clear. Consider other language requirements (population dependent)
- ☐ All staff and volunteers should wear a name badge and identifying clothing of their organisations if available
- ☐ Arrange business cards
- ☐ Seek expertise from a Human Resources manager to assist with staff issues such as staffing levels and rosters
- ☐ Ensure all staff and volunteers are briefed and clear about their roles and responsibilities before the recovery centre opens
- ☐ Ensure all information sheets are available in the recovery centre
- ☐ Determine how media liaison will be undertaken

- ☐ Consider basic administrative needs:
  - ☐ purchasing arrangements
  - ☐ stationery
  - ☐ fax sheets
  - ☐ message book
  - ☐ petty cash arrangements
  - ☐ maps and/or geographical information systems support can be useful for staff and persons seeking help – consider having them available

#### **4 Running the recovery centre**

- ☐ Ensure agency volunteers use a sign-on/sign-off sheet
- ☐ Ensure rosters are reviewed regularly in response to changing needs
- ☐ Ensure those visiting the centre have their contact details recorded so they can be informed about any issues arising
- ☐ Maintain a register for 'thank yous' at the conclusion of the emergency
- ☐ Arrange regular cleaning of the centre
- ☐ Arrange for rubbish collection from the centre
- ☐ Arrange for secure disposal of confidential papers
- ☐ Be aware of and monitor health and safety issues, paying particular attention to staff stress and security for staff and building
- ☐ Establish a process for regular operational briefing and debriefing

#### **5 Closing a recovery centre**

- ☐ Recovery centres can become an important point of community focus and solidarity. Liaise with community stakeholders over the appropriate time to close the centre. Sometimes they may need to be open for months or even a year or more
- ☐ Ensure that dates of closure are well communicated to the public
- ☐ Ensure all people who have used the centre are notified of how they can access services in the future (this can be done through a letter or phone call)
- ☐ Consider a public function such as an official closing ceremony for the centre
- ☐ Consider an article in local newspapers about the centre, what its purpose was and what it has accomplished/provided for the community

## Annex D: Example of a Recovery Needs Assessment and Support Survey

This annex provides the April 2005 version of the *Recovery Needs Assessment and Support* survey form. Any future versions of this form will be provided on the MCDEM website: [www.civildefence.govt.nz](http://www.civildefence.govt.nz)

This needs assessment is being conducted to gather information about your personal circumstances so we can assist you, provide you with information on particular services, or refer you to organisations who can best assist you with your recovery process.

The survey is designed to gather as much relevant information as possible in one interview to avoid having to repeat some details to a number of interviewers. However please note that further contact may be necessary.

You are not obliged to provide any or all of the information requested. You should be aware that the information you provide may be passed to other agencies involved in the recovery process.

Please note that completion of this survey does not guarantee your specific needs will be met immediately, however every effort will be made to obtain the assistance you need as quickly as possible.

If, after completing this survey, you need specific assistance not identified on these forms, or you wish to make enquires about the survey, please ring this telephone number:- XXXXXX

In terms of the Privacy Act should you wish to access, change or amend any information you have given please ring the above telephone number. You can also contact this agency at: *(physical address)*.

Interview Conducted at \_\_\_\_\_  
(Place)

\_\_\_\_\_  
(Date) (Time)

By \_\_\_\_\_  
Interviewer (print name)

**Tear this page off and give it to the person being interviewed, along with any information sheets/brochures.**

**Local Authority logo here**



# NOTES FOR INTERVIEWER

(Please read before commencing the survey)

Introduce yourself to the person being interviewed.

“Hello, I am name, I am here on behalf of the XXXXX council/recovery Group about the recent *emergency event(s)*. I would like to talk with you to see if there is anything we can help you with, or organisations we can refer you to, to assist your recovery.”

- 1 Read through the cover page with the interviewee and complete it. Tear it off and give it to the person being interviewed. It is now their receipt.
- 2 Provide them with the information sheets/brochure.
- 3 Start at section one and continue to work through all sections.
- 4 Texts in grey italic font are prompts for you to note or advise the interviewee on.
- 5 If the interviewee declines to give information, complete known details and return the form with cover intact.

NOTE: some people may take this opportunity to offload any frustrations. Do not take this personally; it is best to listen and then move on to the next question when possible.

## Section One: Occupier and Property

### 1.1 Principal occupier's name(s):

Family name \_\_\_\_\_ First name(s) \_\_\_\_\_

1.2 Total number of people normally residing at this property \_\_\_\_\_ (number)

1.3 Other people normally resident

Family name \_\_\_\_\_ First name(s) \_\_\_\_\_

Family name \_\_\_\_\_ First name(s) \_\_\_\_\_

Family name \_\_\_\_\_ First name(s) \_\_\_\_\_

Family name \_\_\_\_\_ First name(s) \_\_\_\_\_

(Please provide children's ages)

1.4 Have you registered with civil defence by filling in a Red Cross registration form? (Please circle one)

Yes      Go to Question 1.4a

No      Go to Question 1.5

*You may be required to register to access recovery services. Please ask your interviewer to explain the process to you.*

1.4a If yes, what is your registration number \_\_\_\_\_

1.4b Does anyone in your family have a different registration number? Yes / No (Please circle one)

Write the other number(s) if you know them \_\_\_\_\_

1.5 Location of affected property

Address of affected property: \_\_\_\_\_

\_\_\_\_\_

Phone day/night of affected property: \_\_\_\_\_

1.5a What is your rates number/valuation number (if known) \_\_\_\_\_

1.5b Would you like to be considered for rates relief (if available) Yes / No (Please circle one)

1.6 Do you own the property Yes / No (please circle one)

If **No** please provide contact details of the owner if you know these.

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Phone day/night: \_\_\_\_\_

**1.7** Where are you currently living (*please tick one*)

(✓)

<input type="checkbox"/>	Living at affected property – go to Section Two
<input type="checkbox"/>	Temporary accommodation until we can return to property
<input type="checkbox"/>	Temporary accommodation looking for new permanent accommodation
<input type="checkbox"/>	In new permanent accommodation

**1.8** Current address and contacts (if not living at affected property)

Address: \_\_\_\_\_

Phone day/night: \_\_\_\_\_

**Section Two: Damage to Dwelling/Contents and Insurance**

**2.1** Was your house damaged? (Tick one)

(✓)

<input type="checkbox"/>	Yes	Go to Question 2.2
<input type="checkbox"/>	No	Go to Question 2.3
<input type="checkbox"/>	Don't know as have not yet seen house	Go to Question 2.3
<input type="checkbox"/>	Not damaged but not accessible	Go to Question 2.3

**2.2** Please tick the list below to indicate damage that occurred

Nature of damage	(✓)	Describe damage if relevant
Water supply not working	<input type="checkbox"/>	
Sewerage not working	<input type="checkbox"/>	
Drainage blocked	<input type="checkbox"/>	
Electricity cut	<input type="checkbox"/>	
Gas cut	<input type="checkbox"/>	
Telephone cut	<input type="checkbox"/>	
Road access cut or restricted	<input type="checkbox"/>	
Damage to outbuildings on property	<input type="checkbox"/>	
Other (please describe)	<input type="checkbox"/>	

**2.2a** When was your house damaged? Date: \_\_\_\_\_

**2.2b** To the best of your knowledge, what caused this damage?

(✓)

	Cause of damage
	Flood water
	Storm surge
	Landslide
	Earthquake
	Hydrothermal activity
	Volcanic eruption
	Other ( <i>please detail</i> )

**2.2c** Has your house been inspected by the council (building inspector)?

Yes / No / Don't know (*Please circle one*)

**2.2d** Would you like someone to do a check of your house and property to ensure it is safe to move back into? Yes / No (*Please circle one*)

**2.2e** Is your house insured? (Please tick one)

(✓)

	Yes	Go to Question 2.2e
	No	Go to Question 2.3
	Don't own house	Go to Section 3
	I decline to answer this question	Go to Question 2.3

**2.2f** Have you lodged an insurance claim? Yes / No (*Please circle one*)

**2.2g** What is the name of your insurance company or agent?

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**2.2h** Has an insurance assessor inspected the property? Yes / No (*Please circle one*)

**2.3** Have you experienced damage to contents in your house? (*Please tick one*)

(✓)

	Yes	Go to Question 2.3a
	No	Go to Question 2.4
	Don't know as have not yet seen contents	Go to Question 2.4

**2.3a** Are your house contents insured? (*Please tick one*)

(✓)

	Yes	Go to Question 2.3b
	No	Go to Section 3
	I decline to answer this question	Go to Question 2.4

**2.3b** What is the name of your insurance company or agent?

\_\_\_\_\_

**2.3c** Has an insurance claim been lodged? Yes / No (Please circle one)

**2.3d** Has an insurance assessor inspected the damage? Yes / No (Please circle one)

**2.4** If the house was damaged as a result of natural landslip, volcanic eruption, hydrothermal activity, tsunami, storm, flood or earthquake have you reported this damage to EQC?

Yes/ No / Question does not apply (Please circle one)

### Section Three: Alternative Accommodation

**3.1** Do you need assistance to find alternative accommodation? (Please circle one)

Yes Go to Question 3.1a

No Go to Section 4

**3.1a** What kind of accommodation do you require? (Please tick one)

(✓)

<input type="checkbox"/>	Temporary (less than a week)
<input type="checkbox"/>	Short-term (1-4 weeks)
<input type="checkbox"/>	Long-term (more than one month) Please estimate number of months ( )
<input type="checkbox"/>	Permanent

**3.1b** The accommodation needed is to house:

Adults \_\_\_\_\_ (number)

Children \_\_\_\_\_ (number)

**3.1c** Do you have any special needs for your accommodation ie, access for wheelchairs, aged, please provide details: \_\_\_\_\_

**3.1d** Do you have pets? Yes / No (Please circle one)

If yes, please detail what kind of pet and how many: \_\_\_\_\_

\_\_\_\_\_

### Section Four: Health and Welfare

#### Household

**4.1** Do you require any clean-up assistance for your house or property? (Please circle one)

Yes Go to Question 4.2a

No Go to Question 4.3

Don't know Go to Question 4.3

**4.1a** Please provide details of the kind of assistance you would like: \_\_\_\_\_

*(If you have answered yes your details will be passed on to the council who are coordinating clean-up services where available).*

**4.2** Are you looking after any evacuees at your home? *(Please circle one)*

Yes Go to Question 4.4a

No Go to Question 4.5

**4.2a** Would you like to receive information from Work & Income about financial support for hosting these evacuees? Yes / No *(Please circle one)*

### **Personal**

**4.3** If you have had contents in your home damaged, would you like to be contacted by agencies that are distributing donated goods? *(Please circle one)*

Yes Go to Question 4.1a

No Go to Question 4.2

**4.3a** What kind of goods do you need? *(Please list)*

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**4.4** Do you have a need for clothing/toiletries or bedding? *(Please circle one)*

Yes Go to Question 4.5a

No Go to Question 4.6

**4.4a** What kind of these items do you need? *(Please list)*

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**4.5** Are there any medications which you or your family use that you are unable to get? *(Please circle one)*

Yes Go to Question 4.6a

No Go to Question 4.7

**4.6a** If you would like us to help you get medication, please describe the medications in as much detail as possible \_\_\_\_\_

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**4.6b** Is a prescription required for these medications? Yes / No *(Please circle one)*

**4.6c** If Yes please provide the name and address of your doctor and pharmacist

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- 4.7** Would you like to find out about support or counselling services for you or a family member?  
Yes / No (Please circle one)
- 4.8** Do you have any iwi affiliation? Yes / No (Please circle one)  
If yes please indicate which iwi you affiliate with \_\_\_\_\_  
(This question is included to help you access services that may be provided by iwi affiliate organisations)
- 4.9** Do you have any affiliation to any other groups in the community? Yes / No (Please circle one)  
If yes please indicate which groups \_\_\_\_\_

#### **Domestic animals/pets**

- 4.10** Have you got any domestic animals or pets which are in need of care? (Please circle one)  
Yes Go to Question 4.9a  
No Go to Section 5
- 4.10a** What kind of animals are they? (Please list all your animals) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- 4.10b** Where are they located? (Please provide address/physical location) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- 4.10c** What kind of care do they need? (Please detail) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

### **Section Five: Financial**

- 5.1** Do you require any assistance with income support?  
Yes Go to Question 5.1a  
No Go to Question 5.2
- 5.1a** Are you already a client of Work & Income? (Please circle one)  
Yes Please contact Work and & Income directly  
No Please contact Work & Income through the helpline and they can advise you on assistance available

*Note there may be grants available from other sources such as the Red Cross and mayoral relief funds. Applications will need to be filled in for these grants. Please advise those being interviewed about any relief funds that have been established and provide them with application forms if possible.*

#### **Documents**

- 5.2** Have you lost, or do you not have access to, any of the following? (Please tick one)

Please indicate who in your house has lost these documents

Document lost or not able to be accessed	Lost	Cannot access	Who in your house has lost this document
Bank books			
Cheque books			
Credit cards			
EFTPOS cards (money cards)			
Community cards			
Passport			
Birth certificate			
Marriage certificate			
Citizenship certificate			
Insurance papers			
<i>Other: Please detail:</i>			

**5.3** If you have lost your bank documents do you have access to a branch of your bank?

Yes / No / Does not apply (Please circle one)

**Administrative information**

Person conducting interview Name (print): \_\_\_\_\_

Contact details: \_\_\_\_\_

Date: \_\_\_\_\_

Person being interviewed I have been given the front page of this survey form and agree to the use of the information I have given for the purposes of recovery from this emergency.

Name (*print*): \_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_



## Annex E: Public Education considerations for Psychological Affects

The information in Annex E has been reproduced from Emergency Management Australia's (2004) Recovery Emergency Management Manual.

Emergencies and disasters typically have a wide range of impacts on individuals and communities. These may include the impacts of evacuation, damage to community infrastructure, personal loss etc. The psychological affects outlined below may provide some considerations when planning a Public Education Strategy for recovery including ensuring that the media does not promulgate myths about disasters.

### Myths and Reality

Recovery workers of all types need to be aware of the potential impacts and likely reactions that may be experienced by individuals affected by emergencies or disasters. In particular, they need to be aware of the ways in which individuals may react to the event to ensure that services are delivered in the most supportive and effective ways possible.

The following table details a number of myths concerning individual and community reactions to an emergency or disaster. As can be seen from the second column, the reality is somewhat different to the myth.

Myth	Reality
People panic	People behave quite rationally and responsibly except where there is a threat to life and no escape, no information or no leadership.
People cannot look after themselves	People generally care for each other, helping those in need where possible.
Too much information is bad	People respond appropriately to sound information from a reliable source. They may try to check it with those they consider credible before acting.
Children are too young to be affected	After the immediate responses, children may hold back needs until after the crisis. Children often require special attention and counselling.
If people don't 'crack up' they are not affected	Few people 'crack up' but everyone is affected and suffers stress in varying degrees.
Communities never recover	Communities may undergo trauma and permanent change may result, but they can recover. This can be a positive development if improvement desired by the community is recognised and facilitated in the post-event period.
Emergency workers are not affected	Emergency workers are also victims of disaster-related stress in varying degrees.

In addition to the realities outlined above, it should also be noted that disaster 'victims' are normal people, usually capable of functioning effectively, but who have been subjected to severe stress, and some of their reactions to the stress may show as emotional strain. This is usually transitory—it is to be expected and does not imply mental illness. Most often people affected need concrete help such as information about available services, how to get insurance, benefits or loans, assistance with completion of applications to government agencies, health care, babysitting, transportation, etc. Often the most important help for emotional distress may be simply listening, providing a ready ear, and indicating interest and concern.

For the most part, people perform quite capably considering the amount of stress endured. However, frustration may accumulate, especially as people encounter misinformation, red tape and bureaucratic tangles while seeking government help. Feelings of anger and helplessness may result.

People undergoing great stress and pressure often tend to feel isolated and alone. Their ability to cope may be limited. An interest in their concerns helps restore their sense of identity and forestalls much more severe subsequent emotional distress. Where workers expect healthy responses, pathological responses are much less likely to occur.

Many people find it difficult to accept assistance from beyond their normal networks and may reject help because of a sense of pride and altruism, believing that there are people with greater need in the community. Consequently, tact and sensitivity are required in bringing assistance into the community.

## Common Experiences and Feelings

The effects of emergencies and disasters are very real. Strong feelings may arise when the experience is talked about. Increased worry may interfere with day-to-day living and the experience may leave people shaken and worried about the future. Everyone's reactions will not be the same; however, detailed below are some of the common feelings:

Shock	<ul style="list-style-type: none"> <li>• disbelief at what has happened</li> <li>• numbness—the event may seem unreal, like a dream</li> <li>• no understanding of what has happened</li> </ul>
Fears	<ul style="list-style-type: none"> <li>• of damage to self, or death</li> <li>• of a similar event happening again</li> <li>• awareness of personal vulnerability</li> <li>• panicky feelings</li> <li>• other apparently unrelated fears</li> </ul>
Anger	<ul style="list-style-type: none"> <li>• at 'who caused it' or 'allowed it to happen'</li> <li>• outrage at what has happened</li> <li>• at the injustice and senselessness of it all</li> <li>• generalised anger and irritability</li> <li>• and 'why me!'</li> </ul>
Helplessness	<ul style="list-style-type: none"> <li>• crises show us how powerless we are at times, as well as how strong</li> </ul>
Sadness	<ul style="list-style-type: none"> <li>• about human destruction and losses of every kind</li> <li>• for loss of the belief that our world is safe and predictable</li> </ul>
Shame	<ul style="list-style-type: none"> <li>• for having been exposed as helpless, emotional and needing others</li> <li>• for not having reacted as one would have wished</li> </ul>
Guilt	<ul style="list-style-type: none"> <li>• that some have not lost as much as others</li> </ul>

## Effects on Behaviour

The effects of disaster on behaviour can be expressed in many ways:

Tension	<ul style="list-style-type: none"><li>• more easily startled, general nervousness—physical or mental</li></ul>
Sleep Disturbances	<ul style="list-style-type: none"><li>• unable to sleep, thoughts that keep the person awake</li><li>• reliving the event</li></ul>
Dreams and Nightmares	<ul style="list-style-type: none"><li>• of the event or other frightening events</li></ul>
Memories and Feelings	<ul style="list-style-type: none"><li>• interfere with concentration, daily life</li><li>• flashbacks</li><li>• attempts to shut them out which lead to deadening of feelings and thoughts</li></ul>
Irritability	<ul style="list-style-type: none"><li>• frequent swings in mood</li></ul>
Depression	<ul style="list-style-type: none"><li>• about the event, past events or loss of personal effects</li><li>• guilt about how you behaved</li></ul>
Social Withdrawal	<ul style="list-style-type: none"><li>• a need to be alone</li></ul>
Physical Sensations	<ul style="list-style-type: none"><li>• tiredness, palpitations, tremors, breathing difficulties, headaches, tense muscles, aches and pains, loss of appetite, loss of sexual interest, nausea, diarrhoea or constipation and many other symptoms</li></ul>
Delayed Effects	<ul style="list-style-type: none"><li>• any of these may occur after months or years of adjustment</li></ul>

These physical and emotional symptoms are normal. They develop in people facing stress, threat or loss, and are responses that help the person cope. They can be unpleasant and distressing.

## Family and Social Relationships

New groups and friendships may be formed following a disaster. However, strains in relationships may also appear. As well as the good feelings of giving and receiving, there may be conflict, anger and jealousy. Individuals may feel that too little or the wrong things are offered, or that they are unable to give as much of themselves as expected by others. Changes may occur in the way families, friends and the community relate to and need each other.

### Children's Reactions

These are some of the changes that can be seen in infants and children under stress:

- sleep problems, nightmares;
- changes of dressing, eating and toilet habits;
- irritability, uncooperative, listless, bored;
- clinging to family or familiar things, needing objects for security;
- unable to cope with change or ordinary problems;
- reverting to habits of behaviour previously outgrown;
- changes in relationships with parents, either more demanding, possessive or becoming withdrawn, uncommunicative, rejecting;
- relationships with brothers, sisters and peers become more difficult with conflict, competition,
- aggression or withdrawal;
- Pre-occupation with the trauma, wanting to talk about it, playing it out, wanting to see where it happened;

- excessive concern for others, holding back their needs to protect adults;
- reduced school performance, concentration or ability to play constructively;
- over-active behaviour, restlessness, dissatisfaction;
- small ailments or injuries used to get comfort and security;
- transitions such as from preschool to school may be more difficult; and
- exaggerated reactions to small crises may express their distress over the incident which they do not yet understand.

## **Immediate, Medium and Long-term Effects**

### **Immediate Effects**

Some reactions may occur immediately after the crisis has passed and continue for some time, including the following.

- Spouses/parents may feel fear about their partner's/child's safety while away from home.
- Children may develop nightmares, fears or think a fresh crisis will occur to them or the family member involved.
- Family members may be angry because of the fear and distress they were put through—these feelings may be directed at the involved member, at each other or at people outside the family.
- Family members may lose trust and confidence in themselves and other people. The world may no longer feel safe, their own welfare may seem uncertain and everything may seem difficult to manage.
- Children may express their insecurity by naughtiness, bed-wetting, changes in eating and sleeping habits, grizzling or by reverting to behaviour they have previously outgrown.
- Emotional turbulence, anger, guilt, upset, sadness and unpredictable or unreasonable reactions may occur in any family member.

### **Medium-term Effects**

Some families cope well with the crisis and immediate aftermath. Later changes, including those below, may not be obviously related to the crisis. It may be some weeks or months before the effects are felt.

- Routine and work patterns, ambition or motivation in the affected member may change—work efficiency and concentration may be reduced.
- Spouses/parents may be short-tempered, irritable or intolerant, leading to friction in relationships.
- Young children can be clingy, attention seeking or disobedient.
- Teenagers may become more rebellious or demanding.
- Child or adult family members may be overly concerned to help, try not to do anything wrong and postpone their own needs to support the affected member.
- Family members' feelings for each other may change by becoming more detached, uninvolved or preoccupied with personal problems.
- Couples may experience changes in their sexual relationship.
- Children's and teenagers' school performance and concentration may be lowered and they may lose former interests.
- Family members may lose interest in leisure, recreation or sport.

- Teenagers may turn outside the family for emotional support.
- Immediate responses may persist or appear for the first time.

### **Long-term Effects**

Sometimes effects, for example those below, become evident months or even years after the event.

- The event may come back to family members in another crisis, although it was dealt with at the time.
- Family members, including children, need to go over the events again when they grow into new stages of maturity and understanding.
- People may find future crises harder to handle, particularly when similar feelings are aroused, even if for different reasons.
- Family members may cover up or cope with difficult feelings until all the fuss is over and things have returned to normal.
- Any immediate or medium-term effect may occur as delayed reactions, or become habits.
- Problems often appear in the form of everyday frustration and, by retracing the way they developed, the connection to the crisis becomes clear. It is wise to assume that a major change or problem in family members in the next few years has some relationship to the crisis.

These problems are all normal reactions to an abnormal event that has touched the lives of the whole family. It is important not to blame others for their behaviour. It is part of a changed pattern of family life arising from the crisis. Try to understand how members affect each other.

### **Adjustment**

The following checklist provides affected people with a number of suggestions for coping with the experience.

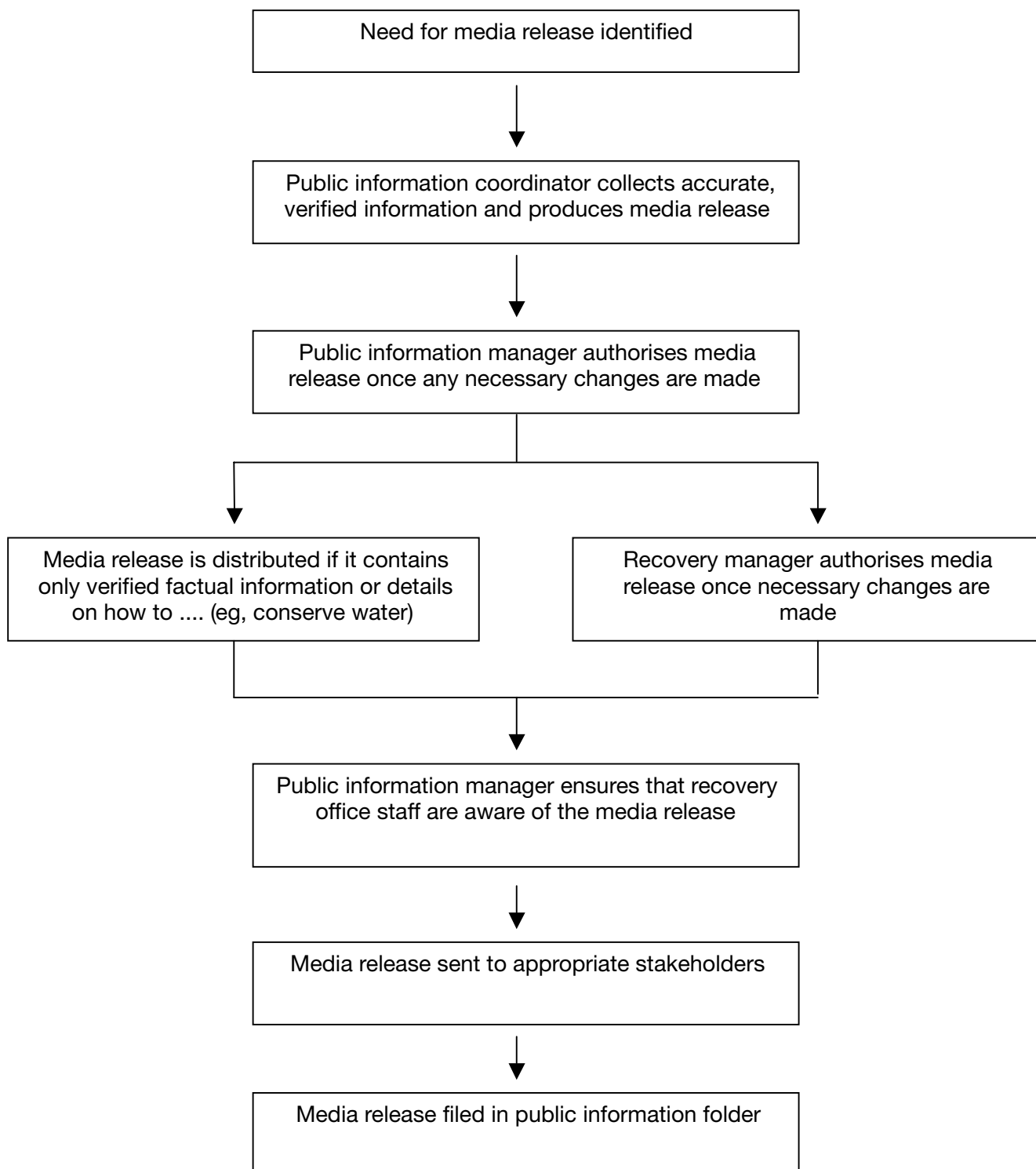
Acceptance	Recognise your own reaction and acknowledge that you have been through a highly stressful experience. Excessive denial or lack of acceptance of your feelings may delay the recovery process.
Support	Seek out other people's physical and emotional support. Talk about your feelings to other people who will understand. Sharing with others who have had a similar experience helps.
Going Over The Events	As you allow the memories of the event more into your mind, there is a need to think about it and to talk about it. Facing the reality bit by bit, rather than avoiding reminders of it, will help you come to terms with what has happened.
Expressing Feelings	It is important not to bottle-up feelings but to express them. Talking with others about our experiences and feelings is a natural healing method and helps us to accept what has happened.
Taking Care of Yourself	During a period of stress, we are more prone to accidents and physical illness. It is important that people look after themselves by: <ul style="list-style-type: none"> <li>• driving more carefully;</li> <li>• having sufficient sleep;</li> <li>• maintaining a good diet; and</li> <li>• taking opportunities for relaxation.</li> </ul>

### **The Positive Side**

After an emergency or disaster people can become wiser and stronger. At a community level, bonds between people can be strengthened by sharing an intense experience together. The experience of this event may help coping with the everyday stresses of life. It can also be a turning point where people re-evaluate the value of life and appreciate the little things often overlooked. They should be encouraged to identify the positive aspects for themselves and for those who are close to them.

## Annex F: Media Release Procedures

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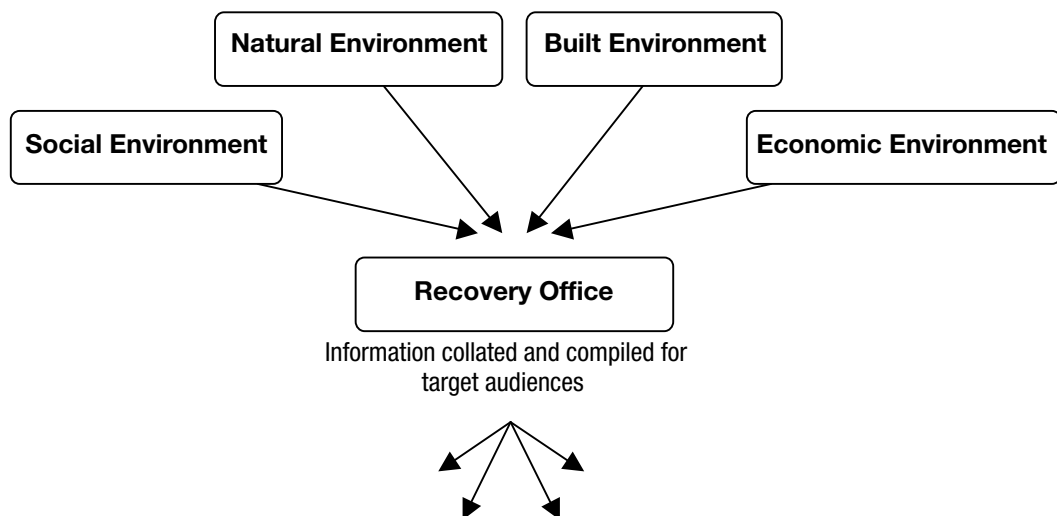


## Annex G: Example of a Recovery Office Communications Plan

The following plan has been adapted from the Bay of Plenty Recovery Office Communications Plan developed following the Bay of Plenty Flood in July 2004.

<b>Purpose and objectives</b>	<ul style="list-style-type: none"> <li>The purpose of this communications plan is to describe the systems established to collect, collate and disseminate information regarding the _____ CDEM Group Recovery Programme.</li> <li>The Group Recovery Manager _____ is operating from the recovery office located on _____ [address] and is facilitating recovery for all areas affected by the recent emergencies.</li> </ul>
<b>The objectives for communications</b>	<ol style="list-style-type: none"> <li>1. Communicate the priorities for recovery.</li> <li>2. Provide information that assists all aspects of recovery.</li> <li>3. Coordinate information between all agencies to ensure a clear and consistent message is provided.</li> <li>4. Communicate the progress of the recovery programme.</li> </ol>
<b>The priorities for the communications unit</b>	<ul style="list-style-type: none"> <li>Provide accurate and timely public information through media releases and fact sheets.</li> <li>Ensure consistency of message.</li> <li>Ensure communication is appropriate to the audience.</li> </ul>

### Information flow



### Target audiences and means of communication

The recovery office has identified the following as specific sectors and target audiences:

- Urban residents and businesses Affected
  - beneficiaries
  - non-beneficiaries
- Not affected
- Rural residents and farmers
- Iwi groups
- Supporting agencies and community groups

- Local authorities
- MCDEM
- Central government

**The following means of communication have been identified**

Radio and newspaper	<ul style="list-style-type: none"> <li>• <b>Updates:</b> Regular three column updates placed in all local newspapers and supplied to local radio and national media.</li> <li>• <b>Briefings:</b> Daily media briefings or, as necessary, promote stories with local media to ensure awareness of the recovery effort is maintained at an appropriate level.</li> <li>• <b>Advertising:</b> Place advertisements as necessary to ensure people are aware of activities being undertaken during recovery – public meetings, etc.</li> <li>• <b>Media liaison:</b> Provide contact for enquires, information as required, arrange site visits and interviews as required.</li> <li>• <b>Releases:</b> Provide situation reports and general information releases as required.</li> </ul>
General Mailout	A4 flyer if required comprising a generic message for all people
Targeted Mailout	Specific sector information. Use of colour paper will allow for easy identification of flyers. Flyers will be multi-lingual where appropriate.
Email and fax updates	Email and/or fax updates to supporting agencies as appropriate outlining significant activities, progress to date and forecast activities.
Call Centre	District councils provide a weekday call centre to provide information and referrals.
Website	A website will be maintained containing recovery information. This site should be referenced by all supporting agencies where possible. Links will be provided on the site to supporting agencies.
Briefings and Meetings	Briefings and meetings will be held with decreasing frequency and as required.
Reports	Reports will be made to local authorities and government departments and service providers.

**Example of a timeline for briefings/meetings and reports:**

	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Media briefing	1500	1500	1500	1500	1500	1500	1500
Social Environment Taskgroup		1030		1030			
Economic Environment Taskgroup		1030		1030			
Built Environment Taskgroup		1030		1030			
Natural Environment Taskgroup		1030		1030			
Recovery Team	1130	1130	1130	1130	1130	1130	1130
Local Authorities		1400		1400		1400	
MCDEM & Government Agencies		1700		1700			
Community Groups	As required						
Iwi	As required						



## Key messages

The key messages are outlined in Figure 5. It is expected that the emphasis will change and the messages will be further developed as information comes to hand.

## Resources

Personnel	<ul style="list-style-type: none"><li>• PIM</li><li>• Communications staff</li><li>• Administration (call screening/data input)</li><li>• IT support/web manager</li></ul>	
Facilities	<ul style="list-style-type: none"><li>• Phone</li><li>• Fax (faxibility)</li><li>• Email groups</li><li>• Television</li><li>• Radio</li><li>• Newspapers</li></ul>	<ul style="list-style-type: none"><li>• Computer</li><li>• Printer</li><li>• Copier</li><li>• Flat bed scanner</li><li>• Digital camera (4 mpx)</li></ul>
Costs	<ul style="list-style-type: none"><li>• Costs associated with implementing this plan will be funded by _____</li></ul>	

## Example of Print costs

Product	Description	Distribution	Cost	Due
General mailout to all homes	A4 to DLE 4 colour	[Districts & no. of households]	Print: 15,000 @ \$ _____ Distribution: \$ +GST per1,000	4 days
Targeted mailout	A4 to DLE 1 colour	[No. of Rural, Residential and Iwi]	Print: 15,000 @ _____ Distribution: \$ +GST per1,000	2 days
Handout	A5 recovery office contact sheet	Handout	Photocopied	
Business cards	2 colour		100 x 8 @ \$ _____	2 days
Letterheads	2 colour		1,000 @ \$ _____	2 days

## Monitoring and evaluation

The Group Recovery Manager is responsible for monitoring the effectiveness of the communications plan. Ongoing input and peer review will be sought from MCDEM and local recovery managers.

## Example of performance targets

1. Media monitoring indicates 95% accuracy in reporting of facts
2. Public feedback is positive
3. Reduced number of public enquiries to call centre
4. Effective links established with support agencies and organisations
5. Local and central government information requirements satisfied

Figure 5: Example of a Recovery Communication Plan<sup>22</sup>

Business Outcome: To enhance recovery of the _____ CDEM Group by effectively communicating all necessary information									
Issue Summary: A _____[type of] Emergency has occurred on _____[date] causing serious physical damage and affecting the welfare of many									
Communications Objectives									
1. Communicate priorities for recovery. 2. Provide information that assists the social, economic, natural and built environment recovery of people and their livelihoods. 3. Coordinate information provision between all key recovery agencies. 4. Communicate progress towards recovery of the _____ CDEM Group communities.									
Target Audience Media	Target Audience Media	Target Audience Affected Public – direct beneficiaries	Target Audience Affected Public – non-beneficiaries	Target Audience Rural sector Includes Federated Farmers/horticulturalists/ lifestyle and rental	Target Audience Recovery service providers (RSP)	Target Audience Local authorities	Target Audience Central government MCDEM Other CDEM Groups EM researchers		
Key Issues/ Concerns <ul style="list-style-type: none"><li>• Information</li><li>• Photos</li><li>• Outcomes/ progress</li><li>• Stories - human endeavour</li><li>• Recovery plan</li><li>• Photo opportunities</li></ul>	Key Issues/ Concerns <ul style="list-style-type: none"><li>• What do I need to do?</li><li>• What do I need to think about?</li><li>• Can I get assistance from my iwi?</li><li>• How long do I have to apply for assistance?</li><li>• How do I get help</li><li>• When will I get it?</li><li>• What won't I get?</li><li>• In what form will I get it?</li><li>• Why do I feel like this?</li></ul>	Key Issues/ Concerns <ul style="list-style-type: none"><li>• Can I get financial help from the government?</li><li>• Why can't I get help from the government?</li><li>• Can I get stress counselling?</li><li>• What is being done for us?</li><li>• Are there alternatives to this recovery programme?</li><li>• Can I get assistance from my iwi?</li></ul>	Key Issues/ Concerns <ul style="list-style-type: none"><li>• What financial support is available for farmers?</li><li>• How do I obtain support?</li><li>• Who can give me advice on how to manage pasture and stock?</li></ul>	Key Issues/ Concerns <ul style="list-style-type: none"><li>• Does our organisation have a role?</li><li>• What is the process of engagement?</li><li>• What is that role – definition, scale, duration?</li><li>• Will we incur any costs?</li><li>• What is the process for offsetting our costs?</li><li>• Who do we report to?</li><li>• What other support can I get access to?</li></ul>	Key Issues/ Concerns <ul style="list-style-type: none"><li>• Impact by district and sub-region</li><li>• Plan for recovery</li><li>• Scale of recovery need</li><li>• Distribution of recovery assistance</li><li>• What is our role?</li></ul>	Key Issues/ Concerns <ul style="list-style-type: none"><li>• Effective and fair delivery of recovery programme</li><li>• Recovery planning/ coordination to achieve the outcome</li><li>• Effective use of resources</li><li>• Gaps in resource allocation</li><li>• Information about response and recovery arrangements</li><li>• Efficient management of central govt funding</li><li>• Central govt political impacts</li><li>• Evidence that region making progress to recovery</li></ul>			
Key Messages <ul style="list-style-type: none"><li>• They will be kept informed</li><li>• Advice on what to do if want to assist/donations</li><li>• The impacts will be long lasting</li><li>• How to identify stress/ fatigue in friends and family</li><li>• Where to get help</li></ul>	Key Messages <ul style="list-style-type: none"><li>• Support will be directed where it is most needed</li><li>• Your iwi can help</li><li>• Stress and fatigue can be expected – symptoms</li><li>• How to get help for stress and fatigue</li><li>• How to get financial help and advice</li></ul>	Key Messages <ul style="list-style-type: none"><li>• Promote key help agencies</li><li>• Types of financial assistance/ relief packages</li><li>• Promote farm mgt information</li><li>• Promote meetings and support groups</li></ul>	Key Messages <ul style="list-style-type: none"><li>• They are an important contributor towards recovery</li><li>• Following processes is important because...</li><li>• We want to coordinate with them the info they are giving to the public so that a consistent message is going out</li><li>• Let us know if we can help</li></ul>	Key Messages <ul style="list-style-type: none"><li>• Plans have been developed for communications and the four taskgroups (social, economic, natural and built environments)</li><li>• Your involvement is crucial</li><li>• By working together well, let's learn for future events</li><li>• What are district and group roles in recovery?</li><li>• Task groups are representative of all</li><li>• Your role is to provide and disseminate information</li></ul>	Key Messages <ul style="list-style-type: none"><li>• We are implementing and monitoring the recovery plan</li><li>• Your contribution and involvement is vital</li><li>• Districts working together well</li><li>• There are lessons to be learned/shared from this event</li><li>• Central govt's objectives for recovery are being achieved</li><li>• A stable base for economic growth will be established</li></ul>				
Tone & Manner Open Factual Frequent Responsive Reliable/timely	Tone & Manner Empathetic Reassuring Positive/constructive Proactive, Informative Cooperative Bilingual	Tone & Manner Informative Constructive Bilingual	Tone & Manner Helpful Open Cooperative	Tone & Manner Professional Informative Cooperative	Tone & Manner Informative Factual Transparent Professional	Tone & Manner Informative, Factual, Responsive Professional Acknowledges their role Cooperative			
Communication Programme <ul style="list-style-type: none"><li>• Daily recovery update</li><li>• Assigned media resources (7 day)</li><li>• Identified spokespersons</li><li>• Press releases</li><li>• Interviews (arranged)</li><li>• Media briefing timetable</li><li>• Local &amp; regional stories</li></ul>	Communication Programme <ul style="list-style-type: none"><li>• Via recovery task groups (letters, phone, one-to-one)</li><li>• Meetings between recovery managers and direct beneficiaries</li><li>• Community meetings</li><li>• Media releases and reports</li><li>• Call centre(s)</li><li>• General mail drop</li><li>• Targeted mail drop</li><li>• Info packs</li><li>• Website</li></ul>	Communication Programme <ul style="list-style-type: none"><li>• Recovery update</li><li>• Media releases</li><li>• Website</li><li>• Call centre</li><li>• General mail drop</li><li>• Targeted mail drop (x2)</li><li>• Information package</li><li>• Attend community meetings</li><li>• Task group reports</li><li>• Call centre</li><li>• Website</li></ul>	Communication Programme <ul style="list-style-type: none"><li>• Recovery update</li><li>• Media releases</li><li>• Website</li><li>• Call centre</li><li>• General mail drop</li><li>• Targeted mail drop (x2)</li><li>• Information package</li><li>• Attend community meetings</li><li>• Task group reports</li><li>• Call centre</li><li>• Website</li></ul>	Communication Programme <ul style="list-style-type: none"><li>• Terms of Reference for contribution</li><li>• Formal contract arrangements/tendering processes</li><li>• One-on-one meetings</li><li>• Information packs (business, rural, consents and compliance</li><li>• Attendance at meetings</li><li>• Contact handout</li><li>• Media</li><li>• Call centre</li><li>• Website</li></ul>	Communication Programme <ul style="list-style-type: none"><li>• Agenda items at council meetings</li><li>• Weekly briefing of mayors, CEOs</li><li>• Group Recovery Manager &amp; MCDEM rep reporting to CDEM Group committee</li><li>• Invitations to attend all meetings</li><li>• Contacts handout</li></ul>	Communication Programme <ul style="list-style-type: none"><li>• Weekly situation reports</li><li>• Daily phone updates (as deemed appropriate</li><li>• Emails</li><li>• Verbal reports</li><li>• Reports on request</li><li>• Website updates</li><li>• Group Recovery Manager report to MCDEM as required</li><li>• Invitation to ministers to view remediation as required</li></ul>	Responsibility Communications Planning/ reporting Group Recovery Manager	Responsibility Communications Taskgroup Chairs Group Recovery Manager MCDEM rep	Responsibility Communications Taskgroup Chairs Group Recovery Manager
Facilities/ Resources Information Up to 3 staff Fax distribution list, email lists Website support	Facilities/ Resources Information Print budget Reporter	Facilities/ Resources Information Print budget Reporter	Facilities/ Resources Information Print budget Reporter	Facilities/ Resources Information Print budget Reporter	Facilities/ Resources	Facilities/ Resources			

<sup>22</sup>The example of a Recovery Communication Plan (Figure 6) has been adapted from the Bay of Plenty Communications Plan which was developed after the July 04 Flood Event

