



Recovery Preparedness and Management

Director's Guideline for Civil Defence Emergency Management Groups [DGL 24/20]

Introduction



Resilient New Zealand
Aotearoa Manahau

New Zealand Government

Recovery Preparedness and Management INTRODUCTION
Director's Guideline for Civil Defence Emergency Management Groups [DGL 24/20]

December 2019

ISBN 978-0-478-43526-9

Published by the National Emergency Management Agency

Authority

This guideline has been issued by the Director Civil Defence & Emergency Management pursuant to s9(3) of the Civil Defence Emergency Management (CDEM) Act 2002. It provides assistance to CDEM Groups in preparing for and managing recovery.

This document is not copyright and may be reproduced with acknowledgement. It is available, along with further information about the National Emergency Management Agency, on the National Emergency Management Agency website www.civildefence.govt.nz.



National Emergency Management Agency
PO Box 5010
Wellington 6145
New Zealand
Tel: +64 4 817 8555
Fax: +64 4 817 8554

Email: emergency.management@nema.govt.nz
Website: www.civildefence.govt.nz

Foreword

Communities lie at the centre of recovery.

Recovery management is about supporting people to rebuild their lives and restore their emotional, social, economic and physical wellbeing. It is more than simply building back physical assets. A holistic recovery management journey addresses changes in communities and explores opportunities for further positive change and enhancement. Leading recovery management involves empowering and supporting affected communities so they can exercise a high degree of involvement in determining their future and lead community-led initiatives.



Recovery from emergencies is comprehensive, participatory and inclusive of all peoples and organisations and is founded on having talked about priorities, processes and desired outcomes before emergencies happen.

This guideline on recovery preparedness and management supports Civil Defence Emergency Management (CDEM) Groups and their members meet their responsibilities to plan and carry out recovery activities. The guideline provides information that Recovery Managers, CDEM Groups and local authorities need to understand about recovery and clarifies recovery roles and responsibilities. It describes operational planning that should be completed including arrangements that should be in place, before an emergency. The guideline also provides detailed guidance on how communities can be supported and empowered to recover after an emergency. The guideline will help CDEM Groups and local authorities build the necessary capacity and capability to plan for and manage recovery. This guideline focuses on the operational side of recovery management and links to strategic planning for recovery.

This guideline will also be informative for others agencies, organisations and groups involved in preparing for and managing recovery.

The importance of being prepared to support and empower communities to recover after an emergency means CDEM Groups need to make recovery preparedness a priority and resourcing it accordingly prior to an emergency occurring.

A handwritten signature in black ink, appearing to read 'Sarah Stuart-Black'.

Sarah Stuart-Black

Director, Civil Defence Emergency Management

Contents

Section 1 Introduction	1
1.1 About this guideline	1
1.2 Key terms	4
1.3 About civil defence emergency management (CDEM)	10
Key CDEM documents relevant to recovery	10

Section 1 Introduction

This section introduces this guideline and describes the guideline's purpose, desired outcome and intended audience. It outlines how the guideline is structured and defines key terms. Key civil defence emergency management documents relevant to recovery are also briefly described.

1.1 About this guideline

Purpose

The **purpose** of this document is to provide contextual information and practical guidance on preparing for and managing recovery. The document provides information that Recovery Managers, Civil Defence Emergency Management (CDEM) Groups and local authorities need to understand about recovery, and outlines arrangements to have in place before and after an emergency.

The section 53 of the *Civil Defence Emergency Management Act 2002* (*CDEM Act 2002*) specifies that CDEM Group plans must take account of Director's guidelines. This requirement applies to this document.

Desired outcome

This guidance will help you:

- understand the types of consequences for communities that need to be managed following emergencies
- understand recovery roles and responsibilities under the *CDEM Act 2002* and *National Civil Defence Emergency Management Plan Order 2015* (*National CDEM Plan 2015*)
- identify and build the necessary capacity and capability for planning and managing recovery activities, and
- develop and implement the necessary recovery processes, procedures and arrangements both before and after an emergency.

Intended audience

The intended audience of this document is Recovery Managers, CDEM Groups and local authorities.

This document provides current best practice so will also be informative for others, such as non-government organisations, the private sector and central government agencies involved in preparing for and managing recovery from any emergency.

Structure

This guideline is split into three Parts to help readers navigate the document, especially following an emergency.

- **Part A: Understanding Recovery**

Part A outlines what Recovery Managers and those involved in recovery need to understand before an emergency. It includes a definition of recovery, how and why communities are at the centre of recovery, the legislative framework, roles, responsibilities and functions, the national recovery framework and recovery environments.

- **Part B: Preparing for Recovery**
Part B provides guidance on why CDEM Groups and local authorities need to prepare for recovery including describing what they need to do before an emergency and provides guidance on operational recovery planning. It also explains how operational recovery planning relates to the requirements for Strategic Planning for Recovery
- **Part C: Managing Recovery**
Part C describes the stages of recovery management and provides guidance on starting recovery after an emergency, moving from response to recovery, managing recovery, and winding down recovery arrangements.

The document has the following main sections.

- Section 1 [Introduction](#)— an introduction to this guideline, definitions of key terms used and a brief overview of key CDEM documents relevant to recovery.

Part A: Understanding Recovery

- Section 2 [Defining Recovery](#)— the definition and context for recovery in New Zealand, including why we need to prepare for recovery and the characteristics of recovery. It also explains the intent of recovery environments.
- Section 3 [Communities at the centre of recovery](#)— an overview of how and why communities lie at the centre of recovery, including community involvement in recovery, how communities are affected and the importance of engaging and communicating with them.
- Section 4 [Legislative Provisions](#)— an overview of the civil defence emergency management (CDEM) legislative definitions and legislative requirements in New Zealand.
- Section 5 [Roles, Responsibilities and Functions](#)— a description of the roles, responsibilities and functions of key agencies, positions and groups in relation to managing a recovery, both pre-emergency and during recovery.
- Section 6 [Recovery Framework](#)— a description of the national recovery framework in New Zealand including strategic and operational responsibilities at the local, CDEM Group and National level to manage, coordinate and deliver recovery activities needed to support communities.
- Section 7 [Recovery environments](#)— a description of recovery environments and the intrinsic links and interconnections between them, as well as the potential consequences that may occur in each environment.

Part B: Preparing for Recovery

- Section 8 [Preparing for Recovery](#)— a description of what CDEM Groups and local authorities need to do before an emergency to prepare for recovery, including operational recovery planning, establishing governance, coordination, information management and

financial arrangements, building and maintaining relationships, and investing in professional and capability development.

Part C: Managing Recovery

- Section 9 [Stages of recovery management](#) — a description of the stages of recovery management and success factors that can help ensure a more effective recovery.
- Section 10 [Starting recovery after an emergency](#) — a description of the initial actions that Recovery Managers need to take following an emergency.
- Section 11 [Moving from Response to Recovery](#) — an outline of how the move from response to recovery following an emergency needs to be planned and managed.
- Section 12 [Managing Recovery](#) — an outline of the planning and activities that need to take place when managing and supporting recovery following an emergency.
- Section 13 [Winding down recovery arrangements](#) — an outline of how recovery arrangements are wound down once recovery activities no longer require arrangements to oversee and support activity.

Use of icons

The following icons are used in this guideline.



Indicates a template is available in another document or website.



Indicates more information is available in another document or website.

Use of coloured boxes

A blue box indicates a quote or key point.

An orange box indicates an example or case study from a recovery.

A grey box indicates an excerpt from legislation or regulation.

1.2 Key terms

This section provides clarification of some of the key terms used in this guideline.

All terms used in this guideline have the same meaning as defined in the *CDEM Act 2002*, unless otherwise stated below. Refer to the *CDEM Act 2002* and *The Guide to the National Civil Defence Emergency Management Plan 2015 (The Guide to the National CDEM Plan 2015)* for other definitions and terms including business continuity, capability, capacity, CDEM Group Plan, CDEM sector, emergency services, Group area, hazard, hazardscape and lifeline utility.

Agencies

Agencies are government agencies (including public service departments, non-public service departments, Crown entities and Offices of Parliament), non-governmental organisations, local government bodies, emergency services and lifeline utilities.

Asset

An **asset** refers to a physical component of a man-made place or environment that may be affected by an emergency. Assets include:

- buildings and properties (residential, community or commercial)
- infrastructure (roads, rail, bridges, sea ports and airports), and
- other lifeline utilities (power, fuel, water, telecommunications, and sewerage and wastewater).

Authorised person

An **authorised person** is a person who is authorised to give notice of a local transition period by being appointed for the purpose under s25(1)(b) or otherwise authorised by s25(4) or (5) of the *CDEM Act 2002*.

Centre for Community Recovery

A **Centre for Community Recovery** means a central meeting place where affected people and communities can access information, assistance, updates, and agency and organisation advice.

Civil Defence Centre (CDC)

A **Civil Defence Centre (CDC)** is a facility that is established and managed by CDEM during an emergency to support individuals, families/whānau and the community. CDCs are open to members of the public and may be used for any purpose including public information, evacuation, welfare or recovery, depending on the needs of the community.

CDCs are operated by CDEM-led teams (including CDEM-trained volunteers) or by other agencies as defined in CDEM Group Plans or local level arrangements.

Civil defence emergency management (CDEM)

Civil defence emergency management means the activities that guard against, prevent, overcome or recover from any hazard, harm or loss that may be associated with an emergency¹. Refer to the *CDEM Act 2002*, s4 for a comprehensive definition.

Civil Defence Emergency Management Group (CDEM Group)

A **Civil Defence Emergency Management Group (CDEM Group)** means a Group established under s12 or established or re-established under s22 of the *CDEM Act 2002*.

CDEM Groups are required under the *CDEM Act 2002* and are made up of elected representatives of member authorities, such as mayors, chairpersons or their delegates. Every local authority is required to be a member of a CDEM Group. A CDEM Group is also known as the Joint Committee and is accountable for CDEM in its area, including:

- identifying and managing hazards and risks
- providing the organisational structure and resources necessary (including suitably trained personnel) for the effective delivery of CDEM
- undertaking CDEM readiness activities, including raising public awareness about CDEM and preparing a CDEM Group Plan
- coordinating and undertaking CDEM response and recovery activities, and
- providing support and assistance to other CDEM Groups, if required.

Community

Community means a group of people who:

- live in a particular area or place (geographic or place-based communities)
- are similar in some way (relational or population-based communities), or
- have friendships or a sense of having something in common (community of interest).

People can belong to more than one community and communities can be any size. Communities can also be virtual².

Controller

A **Controller** is the person in charge of a response element who directs response activities and fulfils management functions and responsibilities. They are the person exercising control³.

¹ Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed., 107.

² Ministry of Civil Defence & Emergency Management. 2019. *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aitua*.

³ Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed.

Section 1 Introduction

Coordinated Incident Management System (CIMS)

The **Coordinated Incident Management System (CIMS) 3rd edition** is the primary reference for incident management in New Zealand. The purpose of CIMS is to achieve effective coordinated incident management across responding agencies for all emergencies regardless of size, hazard or complexity⁴.

Coordinating Executive Group (CEG)

The **Coordinating Executive Group (CEG)** is part of a CDEM Group's structure. It is made up of chief executives (or their delegates) of the local authorities, representatives of emergency services, and others.

Coordination Centre

A **Coordination Centre** is the location from which a Controller and Incident Management Team (IMT) manages a response. There are four types of Coordination Centre:

- Incident Control Points (ICPs) operate at an incident level,
- Emergency Operations Centres (EOCs) operate at a local level.
- Emergency Coordination Centres (ECCs) operate at a CDEM Group or regional level and coordinate and support one or more activated EOCs, and
- National Coordination Centres (NCCs) operate at the National level.

Cultural and linguistically diverse (CALD) communities

Culturally and linguistically diverse (CALD) communities are communities where members do not speak English or Te Reo (Māori language) as their primary language, or who have been (or are being) raised in a different culture from the predominant one where they live⁵.

Emergency

Emergency 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 service 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 any way endangers the safety of the public or property in New Zealand or any part of New Zealand; and
- (c) cannot be dealt with by emergency services, or otherwise requires a significant and co-ordinated response under this Act⁶.

⁴ Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed.

⁵ Ministry of Civil Defence & Emergency Management. 2013. *Including culturally and linguistically diverse (CALD) communities [IS 12/13]*

⁶ *CDEM Act 2002*, s4.

Engagement	Engagement is a process where people come together to participate in and influence decision making on an issue that affects them and their community.
Evaluation	Evaluation is about measuring effectiveness. It compares what is happening against what was intended (goals, objectives and targets) and interpreting the reasons for any differences.
Geospatial	<p>Geospatial is a collective term for data and technology with a spatial component (geographic or locational). Geospatial technology refers to all of the technology used to acquire, manipulate and store geographic information. These are a subset of technologies used for information management.</p> <p>Geospatial enhances data management and analysis capability and this is where the value lies for emergency management, particularly in larger emergencies handling diverse forms and large volumes of data. Geospatial products include tables, graphs, infographics, paper maps and web maps.</p> <p>GIS is one form of geospatial technology and GIS data is a type of geospatial data. Geospatial data can originate from other sources such as GPS data and satellite imagery.</p>
Incident	An incident is an event that needs a response from one or more agencies. It may or may not be an emergency ⁷ . An incident may still require recovery activities.
Incident Management Team (IMT)	An Incident Management Team (IMT) is a group of incident management personnel that supports the Controller during response. It includes the Controller and the managers of Planning, Intelligence, Operations, Logistics, Public Information Management (PIM) and Welfare. It could also include a Response Manager, Recovery Manager, Risk and Legal Advisors, and Technical and Science Advisors ⁸ .
Information management	Information management encompasses policy, processes, practices and technology underpinning the creation and use of information.
Joint committee	Refer to Civil Defence Emergency Management Group or CDEM Group.
Lifeline utilities	Lifeline utility means an entity named or described in Part A, or that carries on a business described in Part B, of Schedule 1 of the <i>CDEM Act 2002</i> . They are entities that provide essential infrastructure services to the community such as water, wastewater, transport, energy or telecommunications.

⁷ Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed.

⁸ Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed.

Section 1 Introduction

Local authority

A **local authority** is a territorial authority, a regional council or a unitary authority.

National Emergency Management Agency

The **National Emergency Management Agency** is the central government agency responsible for providing leadership, strategic guidance, national coordination, and the facilitation and promotion of various key activities across the 4Rs. It is the lead agency at a National level responsible for coordinating the management of emergencies listed in Appendix 1 of the *National CDEM Plan 2015*.

The National Emergency Management Agency may act as a support agency by coordinating the CDEM response and/or recovery to any incident managed by another lead agency.

Recovery activity

Recovery activity means an activity carried out under the *CDEM Act 2002* or any civil defence emergency management plan to deal with the consequences of an emergency, including, without limitation,—

- (a) the assessment and ongoing monitoring of the needs of a community affected by the emergency; and
- (b) the co-ordination and integration of planning, decisions, actions, and resources; and
- (c) measures to support—
 - (i) the regeneration, restoration, and enhancement of communities across the 4 environments (built, natural, social, and economic); and
 - (ii) the cultural and physical well-being of individuals and their communities; and
 - (iii) government and non-government organisations and entities working together; and
- (d) measures to enable community participation in recovery planning; and
- (e) new measures—
 - (i) to reduce risks from hazards; and
 - (ii) to build resilience⁹.

Recovery Manager

Recovery Manager means the National Recovery Manager, a Group Recovery Manager or a Local Recovery Manager, and includes any person acting under the authority of the National Recovery Manager, a Group Recovery Manager or a Local Recovery Manager¹⁰.

Resilience

Resilience means the ability to anticipate and resist the effects of a disruptive event, minimise adverse impacts, respond effectively, maintain or

⁹ *CDEM Act 2002, s4.*

¹⁰ *CDEM Act 2002, s4.*

recover functionality, and adapt in a way that allows for learning and thriving¹¹.

Situational awareness

Situational awareness is the understanding and appreciation of the complexities of an incident, including an understanding of the environment, the situation, likely developments and implications¹². Shared situational awareness is achieved when the right level of intelligence is shared by and between all involved in an emergency to enable informed decision making and consolidated planning.

Territorial authority (TA)

A **territorial authority (TA)** is a city or district council or unitary authority that provides public services and regulates land use, buildings, public nuisances and environmental health.

4Rs

The **4Rs** of emergency management are reduction, readiness, response and recovery.

Reduction involves identifying and analysing long-term risks to human life and property from natural or non-natural hazards, taking steps to eliminate these risks if practicable, and, if not, reducing the magnitude of their impact and the likelihood of their occurring.

Readiness involves developing operational systems and capabilities before an emergency happens, including self-help and response and recovery programmes for the general public and specific programmes for emergency services, lifeline utilities and other agencies.

Response involves actions taken immediately before, during or directly after an emergency to save lives and property and to help communities recover.

Recovery involves the coordinated efforts and processes used to bring about the immediate, medium- and long-term holistic regeneration and enhancement of a community following an emergency^{13,14}.

Welfare services

Welfare services support individuals, families/whānau and communities to be ready for, respond to and recover from emergencies. Welfare services include: needs assessment, care and protection services for children and young people, psychosocial support, household goods and services, shelter and accommodation, financial assistance and animal welfare.

¹¹ Ministry of Civil Defence & Emergency Management. 2019. *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā*.

¹² Officials' Committee for Domestic and External Security Coordination. 2019. *Coordinated Incident Management System (CIMS)*, 3rd ed., 113.

¹³ *National CDEM Plan 2015*.

¹⁴ *CDEM Act 2002, s4*.

1.3 About civil defence emergency management (CDEM)

Understanding civil defence emergency management (CDEM), its business-as-usual and response concepts, structures and arrangements is important to effectively and efficiently work in recovery.



Refer to *The Guide to the National CDEM Plan 2015*, the *Response Management Director's Guideline [DGL06/08]* and *Coordinated Incident Management System 3rd edition* available at www.civildefence.govt.nz for more information.

Key CDEM documents relevant to recovery

CDEM Act 2002

The *CDEM Act 2002* provides the legislative framework for CDEM in New Zealand across the 4Rs. It describes the functions and responsibilities of the Director CDEM, as well as those of government departments, local authorities, emergency services and lifeline utilities.

The *CDEM Act 2002* sets the requirements for CDEM Groups and defines their statutory functions, duties and responsibilities. It also provides for local authority elected representatives, mayors or the Minister of Civil Defence to declare a state of local emergency or a local transition period (the Minister may also declare a state of national emergency or national transition period) and defines the powers that Controllers may exercise during a state of emergency and Recovery Managers may exercise during a transition period.

The *CDEM Act 2002* requires there to be a National CDEM Strategy and a *National CDEM Plan 2015* and enables the Director CDEM to issue Director's Guidelines.

National Disaster Resilience Strategy

The *National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aituā* outlines the vision and long-term goals for civil defence emergency management in New Zealand and the objectives to be pursued to meet those goals. It sets out what is expected for a resilient New Zealand and what should be achieved over the next 10 years.

National CDEM Plan 2015

The *National CDEM Plan 2015* is a regulation that sets out the roles and responsibilities of all agencies involved in reducing risks from hazards, and preparing for, responding to and recovering from emergencies.

The Guide to the National CDEM Plan 2015

The Guide to the National CDEM Plan 2015 explains and supports the *National CDEM Plan 2015* with further detail, diagrams and operational information.

CDEM Regulations 2003

The CDEM Regulations 2003 cover the forms for giving notice of, extending and terminating a national or local transition period.

Director's Guidelines

Director's Guidelines are documents developed by the National Emergency Management Agency to provide guidance to CDEM Groups and other agencies regarding CDEM. They are issued by the Director CDEM under the *CDEM Act 2002*. Section 53(2) of the *CDEM Act 2002* requires a CDEM Group Plan to take account of Director's Guidelines.

CDEM Group Plan

Each CDEM Group is required under the *CDEM Act 2002* to have a CDEM Group Plan, which is regularly reviewed.

The CDEM Group Plan sets the strategic direction for the CDEM Group. It describes and prioritises the hazards and risks particular to the CDEM Group's area and provides objectives and a framework for activities across the 4Rs. CDEM Groups must provide for strategic planning for recovery in their CDEM Group plan.

CIMS 3rd Edition

CIMS 3rd Edition¹⁵ is the primary reference for coordinated incident management across responding agencies for all emergencies regardless of the size, hazard or complexity.

Although it is not a solely CDEM document, it contains important detail on how CDEM responses are structured and coordinated, including recovery activities during a response phase, and how to move from response to recovery .

¹⁵ *Coordinated Incident Management System (CIMS)* 3rd edition is available on the National Emergency Management Agency website <https://www.civildefence.govt.nz/resources/coordinated-incident-management-system-cims-third-edition>