

# 32. Recovery

**Summary**

Communities can be severely disrupted by emergencies, and recovering from the impacts of an emergency can be a complex process. Recovery generally seeks to minimise the consequences of an emergency, restore essential community services and functions, reduce future exposure to hazards and their risks, and regenerate and enhance community well-being.

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

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## 32.1 Introduction

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### Part 9 Recovery

#### 152 Introduction

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

## 32.2 Objective

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#### 153 Objectives

*Recovery objectives include—*

- (a) minimising the escalation of the consequences of the emergency; and*
- (b) regeneration and enhancement of—
  - (i) the social, psychological, economic, cultural, and physical wellbeing of individuals and communities; and*
  - (ii) the economic, built, and natural environments that support that well-being; and**
- (c) taking practicable opportunities to adapt to meet the future needs of the community; and*
- (d) reducing future exposure to hazards and their associated risks; and*
- (e) supporting the resumption of essential community functions.*

## 32.3 Principles

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#### 154 Principles

- (1) Recovery consists of co-ordinated efforts and processes to effect the short-, medium-, and long-term holistic regeneration and enhancement of a community after an emergency and requires that agencies work together in establishing shared goals, priorities, strategies, and information needs.*
- (2) Recovery involves the community and activities across the following 4 environments:
  - (a) social:*
  - (b) economic:*
  - (c) natural:*
  - (d) built.**
- (3) Recovery should be flexible and scalable in accordance with meeting the needs of the community.*
- (4) Recovery measures should be pre-planned and implemented (with necessary modifications) from the first day of the response (or as soon as practicable) and should be co-ordinated and integrated with response actions.*
- (5) The aim of immediate recovery activity is to enable individuals to continue functioning as part of the wider community.*
- (6) A return to past normality may be impossible (for example, continued exposure to unacceptable levels of risk from hazards may necessitate the relocation of people and property at risk).*
- (7) Depending on the nature, scale, and complexity of the emergency, recovery may take a short time or many years, possibly decades.*

## 32.4 Transition from response to recovery

### 155 Transition from response to recovery

- (1) Information received in response to an emergency should be used as a basis for developing a recovery action plan, and recovery strategy (if required), for establishing and planning effective recovery arrangements.
- (2) As the response concludes, a planned transition to recovery must be managed.
- (3) The transition from response to recovery in emergencies may be staged and variable across regions and areas.
- (4) Effective transition from response to recovery depends on understanding and agreement between Controllers and Recovery Managers.
- (5) The principal aspects of this transition are to be outlined in the recovery action plan and, if needed, the recovery strategy.

#### Recovery Action Plan

The Recovery Action Plan is developed after an emergency to document the actions to be taken to address community needs across the four environments of recovery.

A template can be downloaded from [www.civildefence.govt.nz](http://www.civildefence.govt.nz) (search for 'recovery action plan template').

#### Additional activities

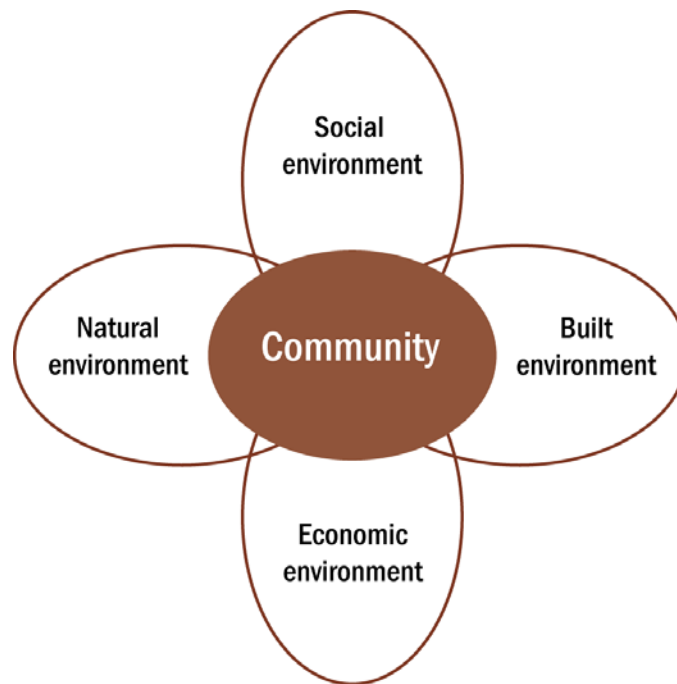
Four additional activities are undertaken as part of the transition from response to recovery. The authority and nature of activities are dependent on the scale of the emergency declared:

1. A response transition report prepared by the National Controller or CDEM Group Controller outlining:
  - ♦ the response action plan in place at the time of transition, emphasising intended actions that are incomplete.
  - ♦ the nature and state of all assigned resources for a given scale of emergency.
  - ♦ a summary of the condition of the various aspects of the community affected by the emergency, focusing on the four environments and their inter-relationships.
  - ♦ a summary of the nature and extent of impacts to the area covered by the CDEM Group(s), noting specifically any areas or situations that have the potential to re-escalate the emergency
  - ♦ a forecast of the expected recovery outcomes, and
  - ♦ proposals for activities to be continued in the recovery phase.
2. A transition briefing, chaired by the National or CDEM Group Controller and using the response transition report, involving all key response and recovery personnel.
3. The communications and public information functions are transferred to the National or CDEM Group Recovery Office to manage all information under the direction of the National or CDEM Group Recovery Manager if a state of emergency is declared. Public information management is to include the provision of information to the media on the progress of recovery activities. The National or CDEM Group Recovery Manager is delegated the responsibility for public information management from the National or CDEM Group Controller and is to ensure that all relevant government agencies involved in recovery activities continue to coordinate activities and are cognisant of public information management arrangements. (see section 28, Public information management for more information).
4. A media briefing may be undertaken following the handover from response to recovery. The purpose of this is to:
  - ♦ provide assurance to communities affected by the emergency
  - ♦ outline the scope and current priorities for recovery, and
  - ♦ reinforce selected key messages to target audiences and provide the media with new/updated contacts for the National or CDEM Group Recovery Office.

## 32.5 Recovery structures

### Generic recovery structure

The community and the four environments of recovery (see **Figure 32.1**) form the basis of the generic recovery structure, and should involve members of the community and be supported by local, regional, and national agencies.



*Figure 32.1: Generic recovery structure.*

### Recovery task groups

These four environments should also be represented by a variety of task or sub-task groups (see **Figure 32.2**) to address the required elements of recovery, depending on the scale of the emergency. Task groups are coordinated by a Recovery Manager, and contribute to the formulation of the Recovery Action Plan and/or recovery strategy.

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

Task groups		Social environment	Economic environment	Natural environment	Built environment
Subtask groups	↔	Safety and well-being	Individuals	Natural resources	Residential housing
	↔	Health	Businesses	Waste pollution	Commercial/industrial property
	↔	Welfare	Infrastructure	Amenity values	Public building and assets
	↔		Government	Biodiversity and ecosystems	Rural farmland
					Lifeline utilities

*Figure 32.2: Examples of required task groups structure for the four recovery environments.*

**National recovery management structure**

The national recovery management structure is (see Figure 32.3) and is based on task and sub-task groups acting in parallel at local, CDEM Group, and national levels, which ensures that recovery activities in the immediate, medium-term, and long-term are coordinated and undertaken in a timely fashion. All agencies should also work together during the readiness phase to ensure that their arrangements can be provided effectively during the response and recovery phases of an emergency. National agencies also work with CDEM Groups and their task/sub-task groups, to promote parallel arrangements between local, regional, and national levels.

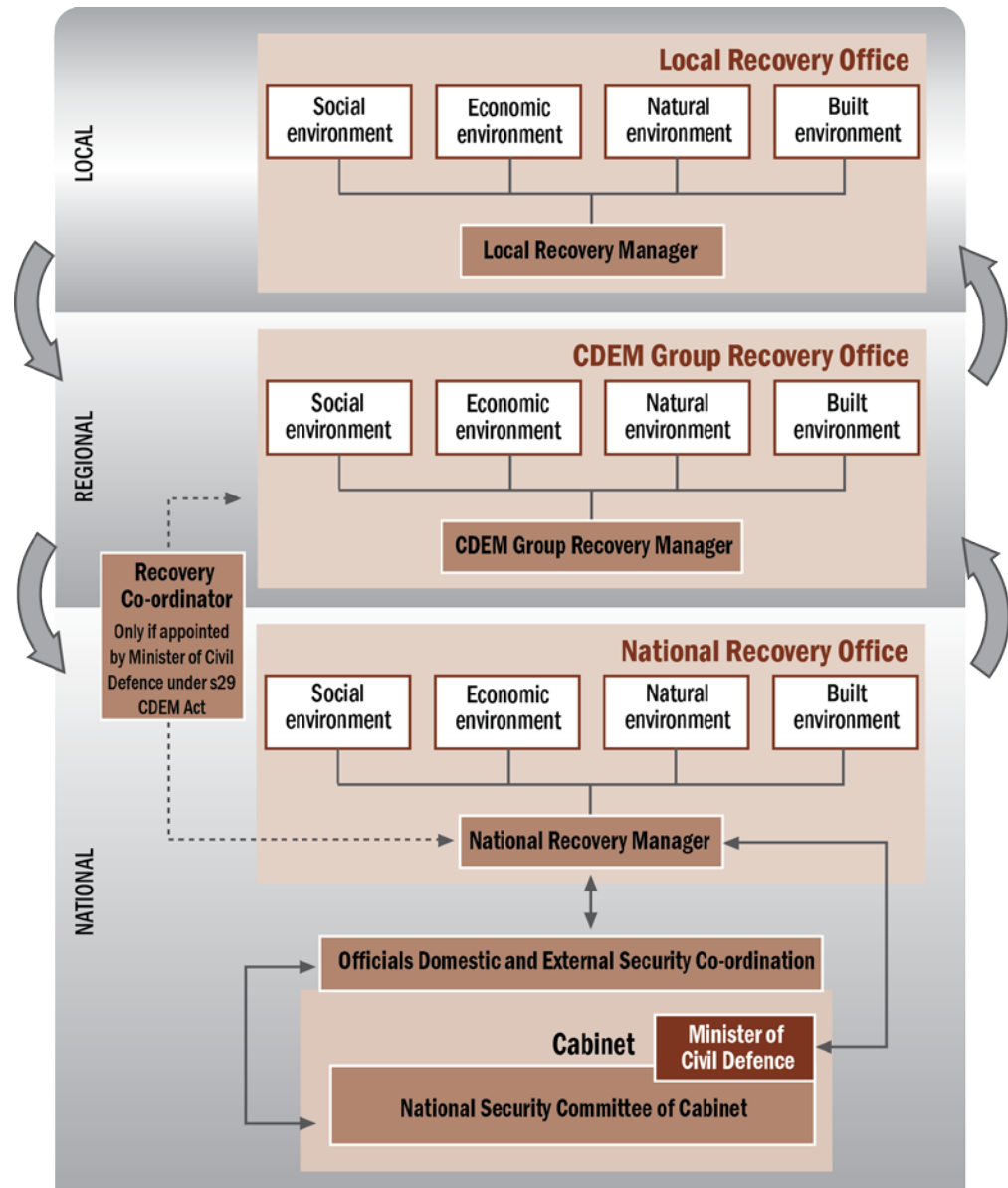


Figure 32.3: National recovery management structure.

## 32.6 National recovery roles and activities

### General

#### 156 National recovery activities

- (1) *In smaller-scale recoveries, where the scale of co-ordination is beyond the resources of the CDEM Group or the consequences of the emergency are nationally significant, the Director of CDEM co-ordinates national recovery activities through a National Recovery Manager and, where necessary, the establishment of a National Recovery Office.*
- (2) *In large-scale recovery, the Government may establish an agency to manage and co-ordinate the Government's interest in the recovery.*
- (3) *The agency will act in partnership with the affected local authorities and CDEM Groups and may be given specific roles, responsibilities, and powers.*

### Director of CDEM

The Director of CDEM is responsible for coordinating the recovery process at the national level. The Director of CDEM coordinates activity through a National Recovery Manager and, where necessary, the establishment of a National Recovery Office. The detailed responsibilities of the Director of CDEM are to:

- ♦ brief the Minister of Civil Defence on the situation and advise on what Government assistance is required for recovery activities
- ♦ provide information to the Officials Committee of Domestic and External Security Coordination (ODESC), including any recommendations for Cabinet consideration
- ♦ ensure the Recovery Coordinator (see section 29 of the *CDEM Act 2002*), if appointed, has sufficient support to enable tasks to be completed as quickly and efficiently as possible, and
- ♦ conduct a post-recovery review and update procedures, where necessary.

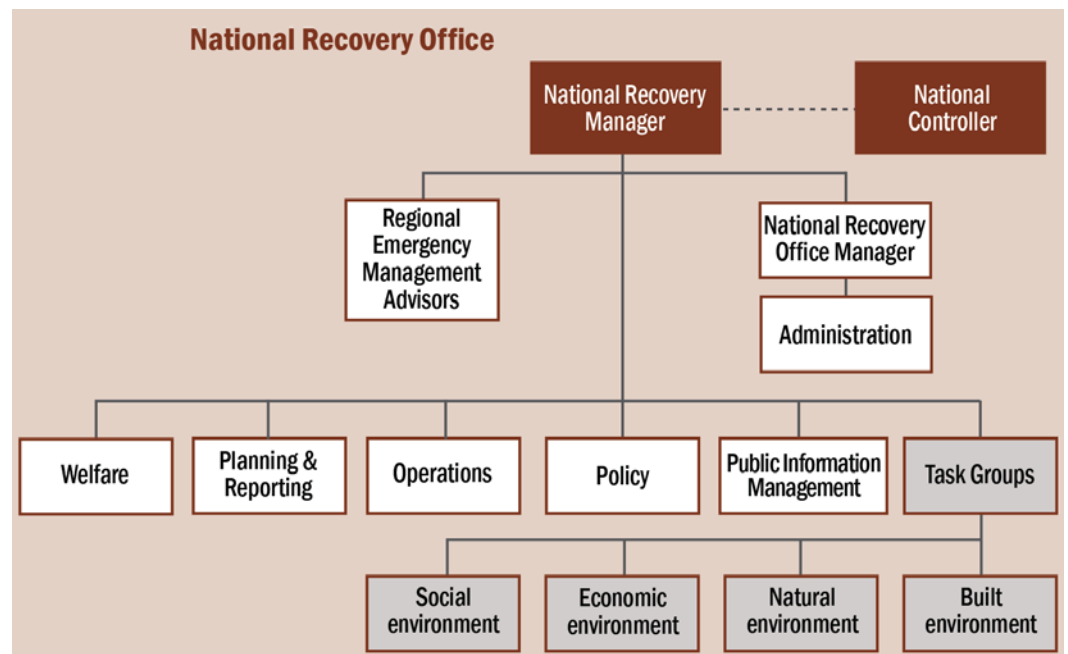
### National Recovery Manager

- (4) *The National Recovery Manager—*
  - (a) *co-ordinates the establishment of, and planning for, recovery activity in the short, medium, and long term; and*
  - (b) *implements appropriate reporting and tracking mechanisms; and*
  - (c) *activates and co-ordinates the agencies involved in recovery; and*
  - (d) *chairs and co-ordinates meetings of representatives from recovery task groups; and*
  - (e) *assists with the provision of advice to the Minister and to Cabinet on recovery activity, as required; and*
  - (f) *works with the National Controller and the Public Information Manager to ensure a smooth transition between response and recovery; and*
  - (g) *co-ordinates the recovery activity of the relevant CDEM Groups, lifeline utilities, agencies, and international assistance following the transition from response to recovery and during the short, medium, and long term; and*
  - (h) *if necessary, establishes a National Recovery Office to ensure that recovery activity is co-ordinated and the recovery function is implemented; and*
  - (i) *liaises with CDEM Group Recovery Managers; and*
  - (j) *determines and prioritises major areas of recovery; and*
  - (k) *develops recovery policies; and*
  - (l) *develops a national recovery action plan, and a national recovery strategy (if needed), to establish time frames for the implementation of recovery activities; and*
  - (m) *co-ordinates advice on government assistance; and*
  - (n) *provides national-level co-ordination of public information related to recovery.*

## National Recovery Office

The National Recovery Manager establishes the National Recovery Office to ensure recovery activity is coordinated and the recovery function, as documented in the *National CDEM Plan 2015*, is implemented (shown in **Figure 32.4**). Key responsibilities and tasks for the National Recovery Office include:

- ◆ ensuring the recovery effort between all agencies is coordinated
- ◆ integrating and coordinating recovery activity across the task/sub-task groups
- ◆ liaising with CDEM Group Recovery Managers, to determine and prioritise major areas for recovery
- ◆ formulating recovery policies and strategies
- ◆ establishing a timeframe for the implementation of recovery activities
- ◆ coordinating regular national recovery reports and monitoring recovery activities
- ◆ coordinating advice and information on expenditure and government assistance, and
- ◆ providing national level coordination of public information function and administration.



*Figure 32.4: Structure of the National Recovery Office.*

## Recovery Coordinator

Sections 29 and 30 of the *CDEM Act 2002* provide that, where the Minister of Civil Defence is satisfied that a CDEM Group is, or is likely to be, unable to ensure the effective carrying out of recovery activities in its area, a Recovery Coordinator responsible to, and funded by, the Director of CDEM may be appointed. It is expected that the appointment of a Recovery Coordinator will be made in consultation with the CDEM Group(s).

The prime function of the Recovery Coordinator is to manage the work of agencies in the area of the emergency and to ensure that government assistance and actions are properly coordinated. In instances where such a person is appointed, local responsibility remains, and the CDEM Group Recovery Manager is to work with the Recovery Coordinator.

The appointed Recovery Coordinator is responsible to the Director of CDEM. Funding and staff assistance is provided by MCDEM. The powers of the Recovery Coordinator are outlined in s30 of the *CDEM Act 2002*. Before appointment, the Recovery Coordinator should be provided with detailed conditions of employment.

Terms of employment and the delegations granted for the expenditure of money relating to the task need to be specified. A detailed set of terms of reference should also be provided to the Recovery Coordinator that defines the role and any specific requirements or limitations placed on it.

The Recovery Coordinator should be deployed as soon as possible. Initially, the Recovery Coordinator is to work with the Controller to determine the scale of the task and the organisational structure needed to complete the recovery operation.

Where possible the Recovery Coordinator will have knowledge of the area and the capabilities of the local authorities and the agencies, and an understanding of the requirements of government.

#### Government Departments

Government departments participate in the recovery task or sub-task groups, which coordinate recovery activities across the four environments. It is expected that these task and sub-task groups will be paralleled at both CDEM Group and local level. In addition, integrated planning to address the sub-tasks identified in **Figure 32.2** should be undertaken by participating agencies.

## 32.7 Implementation of recovery activity at the national level

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Recovery Action Plans will vary according to the type of emergency, its scope, and the ability of local authorities and CDEM Groups to manage events in their area. The following process details the steps that may be taken by government to put a Recovery Action Plan in place in the minimum time. To help achieve this, as much concurrent activity as possible should be undertaken:

- ◆ Each CDEM Group and/or agency dealing with an emergency is to advise the Director of CDEM of the likelihood of the need for government coordination and assistance.
- ◆ The Director of CDEM is to advise the Minister of Civil Defence of the situation and the recovery measures required immediately. The domestic and external security coordinator would also be advised at the earliest opportunity so that national resources could be coordinated through ODESC. The development of a Recovery Action Plan begins while the response to an emergency is still underway.
- ◆ As soon as appropriate, the Director of CDEM and/or a representative are to visit the affected area and obtain first-hand information on the situation and likely recovery tasks. They may take such immediate action as is necessary to start the recovery process.
- ◆ The Director of CDEM is to develop a preliminary Recovery Action Plan in conjunction with the CDEM Groups and agencies concerned. The preliminary Recovery Action Plan is primarily concerned with the physical safety and well-being of the population in the emergency area, and with establishing the mechanisms for implementing other recovery measures.
- ◆ The Recovery Action Plan is to be implemented by the relevant CDEM Groups and agencies using the structure outlined in **Figure 32.3**. The Director of CDEM remains responsible for the coordination of the Recovery Action Plan and for identifying and addressing any impediments to its implementation.
- ◆ In recovery, National Security Committee of Cabinet (NSC) ministers and ODESC will meet as necessary to monitor progress and to make further decisions.
- ◆ The Recovery Action Plan is to be updated on a regular basis to take account of long-term recovery activities and to develop a planned exit strategy.



### 32.7.1 Reporting

Regular reporting on recovery activity is to be provided by the National Recovery Manager to affected CDEM Groups, government agencies and ODESC.

### 32.7.2 Public information management

The Director of CDEM is responsible for providing information to the media on the progress of the recovery effort (see section 28, Public information management).

## 32.8 CDEM Group recovery roles and activities

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### CDEM Group Recovery Manager

#### 157 CDEM Group recovery activities

- (1) *Smaller-scale recoveries that require co-ordination at the CDEM Group level will be co-ordinated through the person responsible for recovery management for the CDEM Group (the CDEM Group Recovery Manager) and, where necessary, the establishment of a CDEM Group Recovery Office.*
- (2) *The CDEM Group Recovery Manager—*
  - (a) *liaises with the National Recovery Manager and, at the local level, a local recovery manager or managers where these are appointed by the relevant territorial authority or authorities; and*
  - (b) *undertakes planning and manages, directs, and co-ordinates activities for the recovery throughout its duration and, if necessary, establishes a CDEM Group Recovery Office to manage the recovery function; and*
  - (c) *implements appropriate reporting and tracking mechanisms; and*
  - (d) *works with the Group Controller and the relevant Public Information Manager to ensure a smooth transition between response and recovery; and*
  - (e) *co-ordinates the recovery activity of the relevant territorial authorities, lifeline utilities and agencies; and*
  - (f) *determines and prioritises major areas of recovery; and*
  - (g) *develops the group recovery action plan, to establish time-frames for the implementation of recovery activities; and*
  - (h) *co-ordinates advice on regional assistance; and*
  - (i) *provides regional-level co-ordination of public information related to recovery.*

The appointment of a CDEM Group Recovery Manager is made by a CDEM Group.

The job description and person specification for the role of CDEM Group Recovery Manager are available at [www.civildefence.govt.nz](http://www.civildefence.govt.nz).

## 32.9 Exit Strategy

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*An exit strategy must be established that includes—*

- (a) *assistance required in the long term; and*
- (b) *a transition to business as usual so as to manage long-term recovery; and*
- (c) *planning and reporting in the long term; and*
- (d) *the management of public information and communications; and*
- (e) *opportunities for communities to discuss unresolved issues and to continue to participate in their recovery; and*
- (f) *changes to organisational arrangements, including the need for recovery task groups; and*
- (g) *debriefing and reviewing.*

## 32.10 References and links

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### Other Sections of the Guide

- ◆ Section 3, Management of emergencies
- ◆ Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- ◆ Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- ◆ Sections 8 – 16, for specific roles of agencies and sectors
- ◆ Section 24, Response
- ◆ Section 25, National warnings and advisories
- ◆ Section 26, National Crisis Management Centre
- ◆ Section 27, Emergency information management
- ◆ Section 28, Public information management
- ◆ Section 29, Logistics
- ◆ Section 30, Mass evacuation
- ◆ Section 33, Government financial support to local authorities

### Other Documents

- ◆ Ministry of Civil Defence & Emergency Management (2005) *Focus on Recovery: A Holistic Framework for Recovery in New Zealand: Information for the CDEM Sector [IS5/05]*; ISBN 0-478-25463-6 ([www.civildefence.govt.nz](http://www.civildefence.govt.nz) – search for 'focus on recovery')
- ◆ Ministry of Civil Defence & Emergency Management (2005) *Recovery Management: Director's Guidelines for CDEM Groups [DGL4/05]*; ISBN 0-478-25465-2 ([www.civildefence.govt.nz](http://www.civildefence.govt.nz) – search for 'recovery management')
- ◆ National Crisis Management Centre, Standard Operating Procedures for Recovery Manager and Recovery Office
- ◆ Recovery Action Plan Template ([www.civildefence.govt.nz](http://www.civildefence.govt.nz) – search for 'recovery action plan template')
- ◆ Ministry for Primary Industries *Primary Sector Recovery Policy*. This Policy guides any additional central Government recovery assistance to severely impacted rural communities and individuals following adverse events, including natural disasters, severe weather, and biosecurity incursions. ([www.mpi.govt.nz](http://www.mpi.govt.nz) – search for 'adverse events').