KAIKŌURA DISTRICT COUNCIL WORKSHOP SESSION	
Date:	Wednesday 15 November 2023
Time	9.00am – 1.45pm Open Workshop Session
Location	Totara, Council Chambers, Civic Building

OPEN WORKSHOP SESSION

1. **Karakia**

2. **Apologies** – Councillor L Bond

3. **9.00am – 11.00am Long Term Plan 2024-2034**
   Presenters: Peter Kearney (Senior Manager Corporate Services), Sheryl Poulsen (Finance Manager)
   To seek direction from the Council on the consultation topics and vision for the LTP.

   (Break at 10.30am)

4. **11.00am – 11:45am Canterbury CDEM Group Recovery Plan**
   Presenters: Richard Ball (Group Recovery Manager, CDEM)
   Attachments: Canterbury CDEM Group Recovery Plan

5. **11.45am – 12.30pm General Update between KDC and Environment Canterbury**
   Presenters: Chair Peter Scott and Councillor Tutehounuku ('Nuk') Korako

   Break for lunch 12.30pm – 1.00pm

6. **1.00pm – 1.15pm Dark Skies Update**
   Presenters: Colette Doughty
   Update on the private plan change application.

7. **1.15pm – 1.45pm Wakatu Quay Update**
   Presenters: Chris Sturgeon (Project Lead), Wendy Walker (Project Manager)
   A short information update for Councillors on finalisation of agreements to commence Detailed design and project management structure throughout Design & Construction.

8. **Close with a Karakia**

Canterbury CDEM Group Recovery Plan

(DRAFT pre-event plan)

<u>Important Introductory Note:</u>

This iteration of the draft Group Recovery Plan is intended as a discussion document. It is a strawman to present ideas and elicit views on key aspects of CDEM recovery in Waitaha / Canterbury.

The current level of understanding and preparedness for recovery is low. This is common across much of the country and within Government, as demonstrated by Cyclone Gabrielle. As a starting point to enhance readiness, clarification is required on roles and responsibilities, recovery structures, and expectations of what will be delivered by CDEM and its recovery partners. Preliminary thinking around these aspects makes up a large part of this current document.

With greater clarity on these core aspects, other matters can be addressed. These include the identification of personnel to undertake recovery activities, membership of recovery groups, how recovery activities will be funded (at least for the early stages), and the templates, tools, and training for recovery management. These aspects are not included in this document.

Please send any thoughts and feedback on this document, or any other relevant aspects of recovery, to:

Richard Ball

Canterbury Group Recovery Manager

richard.ball@cdemcanterbury.govt.nz or 021 462 362

Feedback received by 1 December 2023, will be incorporated into a revised draft in early 2024.

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1 Purpose of Plan

This plan provides guidance to the people and organisations involved in recovery activities following a regional scale emergency event in Waitaha / Canterbury. It is a framework upon which more detailed plans, templates and other resources will be developed over time. It provides a basis for development of local recovery plans.

Purpose

The purpose of this plan is to create a shared and agreed understanding of the nature of recovery and the goals and principles, governance and management structures, roles and responsibilities, processes and outputs, and the resources required to deliver recovery following a large event. Its value lies in the agreed understanding, rather than the document itself.

The intent is that an agreed understanding supports an appropriately resourced and coordinated recovery and empowers those tasked with recovery to do their jobs effectively.

The plan is a key supporting document for Section 7 of the Canterbury CDEM Group Plan. It provides greater detail on recovery matters, particularly recovery structures, roles, and responsibilities, and provides links to related resources.

Rationale

It has been demonstrated, across many events and many locations, that recovery is complex and difficult. It involves more people, is more costly, and takes far longer than response. Recovery arrangements are often context-specific and subject to funding and political influences.

While guidance is available[1], recovery arrangements at all levels – national, regional, and local – are poorly understood, uncertain and often ambiguous. This lack of preparedness slows and confuses the initial recovery effort, increases the risk of poor recovery outcomes for affected communities, and can result in misdirected effort, disillusionment, and loss of confidence for everyone involved.

This document seeks to fill information gaps and reduce ambiguity in the recovery arrangements for the Waitaha / Canterbury CDEM Group. It is based on the experiences and lessons learned from many emergency and disaster events. However, no two events are the same and recovery efforts must be agile and adaptive. As with any crisis management plan, governance and management structures and responsibilities should be confirmed as soon as possible following an

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[1] See, for example *Recovery Preparedness and Management: Director's Guideline for Civil Defence Emergency Management Groups [DGL 24/20], NEMA. Referred to as the "Director's Guidelines (DGL24/20)" in this document.*

event. This plan provides a starting point to accelerate and confirm recovery arrangements, enabling those with recovery responsibilities to get started quickly, act effectively, and with confidence, immediately following a disaster.

Scope

The Coordinated Incident Management System (CIMS) used in emergency management in Aotearoa / New Zealand operates across four Rs: reduction (of risk), readiness, response, and recovery[2]. This plan is part of readiness, in that it is intended to prepare the Group for recovery from a future event.

While the objectives and principles apply to all stages of recovery, the guidance is most relevant and specific to the early stages of recovery after an event. For an event with a long recovery tail, this guidance is probably applicable from immediate response through to the first 3-6 months of recovery. As time passes after an event, recovery activities and structures will evolve, be reviewed, adjusted, and eventually exited into modified business-as-usual activities.

This plan references legislative provisions but is not a guide to the recovery-related legislation. Generally, the CDEM legislative provisions and related documents are not the source of ambiguity, and there are other sources of guidance available for specific legislative provisions[3].

This is a generic plan for any large, regional scale event. Guidance for specific events or impacts can be added later. Territorial authorities are responsible for planning and establishing their own recovery arrangements; however, this generic plan is intended to provide guidance for local arrangements and some resources can be applied to the local or regional level.

2 What is Recovery?

2.1 The CDEM Act 2002

Recovery is defined in the CDEM Act 2002 (the Act) as:

> *"the co-ordinated efforts and processes used to bring about the immediate, medium-term and long-term holistic regeneration and enhancement of a community following an emergency."*

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[2] It should be noted that the CIMS framework is primarily for response. Recovery uses different management and coordination structures than recovery, as outlined within this document.

[3] See for example https://www.civildefence.govt.nz/cdem-sector/guidelines/.

The definition in the Act makes it clear that the CDEM recovery role is not limited to the recovery of a single organisation or restoring council services. It is about community. It involves coordinating and collaborating across organisations and individuals to restore and enhance community wellbeing.

The extent and duration of CDEM leadership and coordination is not defined in the Act. The Act requires CDEM Groups to appoint a Group Recovery Manager, who has prescribed functions and powers under the Act during a declared Transition period and provides for Local Recovery Managers with similar powers. However, even in a formal Transition period, most recovery activities are undertaken outside, and often independently, of the CDEM recovery structures.

The CDEM role and recovery arrangements will be determined at the local or Group level and reflect the scale, nature, and circumstances of the event[4]. In a small event, there may be little or no need for CDEM involvement, with recovery instead coordinated through business-as-usual processes. In a large event, new recovery arrangements often evolve, sometimes including special legislation for the event. The recovery arrangements in this document are intended for a significant regional event. They provide a basis for immediate action and need to be confirmed, with modification, if necessary, as soon as practicable after an event.

3 The Nature of Recovery

Recovery is dynamic, complex, ambiguous, and inequitable in its outcomes. Within and between communities, the impacts will vary from heavily affected to unaffected, as will the capacity and capability for recovery.

The Director's Guidelines (DGL24/20) highlights the following range of characteristics that need to be accounted for in recovery:

- Recovery leadership is about courage, honesty, collaboration, influence, and coordination.
- Recovery is longer and slower paced than response. It could take many years to achieve recovery objectives.
- Recovery needs to maintain a strategic focus on the immediate, medium, and long term objectives rather than serving the immediate needs only.
- Recovery provides a window of opportunity for major change and betterment in a community; however, this often requires trade-offs to be made.
- Inequities and pre-emergency trends are exacerbated during recovery.
- Individuals and communities are more likely to be actively involved in recovery, compared to business-as-usual activities because they have been affected by the emergency, their daily life has been interrupted or they appreciate the potential for significant change.
- Grief and psychosocial impacts on people over time are almost always the biggest and most challenging issues as they can be complex, change over time and can vary considerably between individuals.

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[4] Unless a national emergency is declared or special legislative provisions for the event.

3.1 Phases of Recovery

Recovery for a specific event starts in the response phase and evolves over time until it becomes part of a modified business-as-usual. Recovery can be characterised in broad phases, as shown in Figure 1: Phases of Recovery[5].

Figure 1: Phases of Recovery[6]
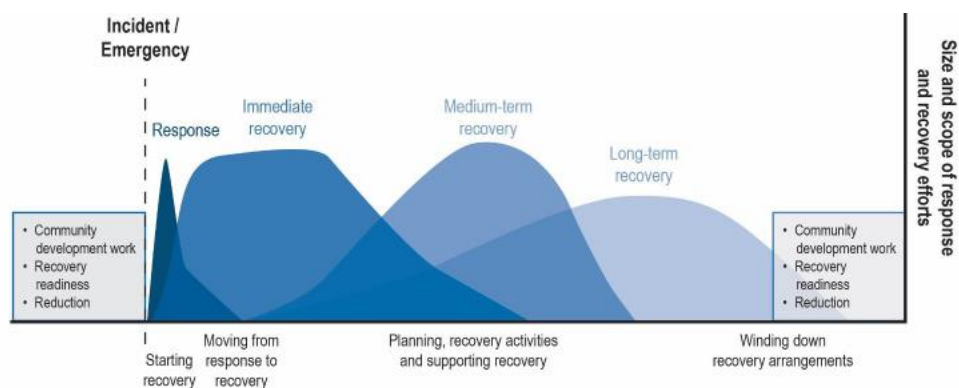
In the response phase the goal is to stabilise the environment, minimise harm and provide for basic community needs, including safety and protection. This can include relocating people, animals, and property out of harm's way, providing welfare support, such as accommodation, food, and medical services. It includes the initial restoration of lifeline services, such as water supply, waste and wastewater disposal, fuel and electricity, communications, and financial services.

In the immediate recovery phase, the recovery team need to develop an understanding of the impacts and likely future consequences and risks arising from the event, establish initial recovery arrangements and systems, establish and communicate priorities, and plan and deliver recovery activities to the extent that resources allow.

Some response activities may carry over to recovery. Individuals, households, and businesses will start their own recovery efforts: cleaning up, undertaking basic repairs, contacting insurers, and so on. Agencies, including NGOs, may provide recovery assistance, but large-scale recovery activities take time to organise and occur in subsequent phases.

The medium and long-term phases involve fully establishing the recovery efforts. This includes developing the recovery teams across agencies to communicate, coordinate, plan, fund, and deliver recovery projects or services for the community. The focus in these stages is increasingly on the long-term outcomes, including enhancement and increased resilience, where feasible.

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[5] A formal Transition period, where recovery managers have the powers assigned under the Act, may or may not be part of the recovery process. If a Transition period is declared, Recovery Managers have the statutory functions outlined in s30A of the Act and the powers contained in Part 5A.

[6] Source: page 125 of the Director's Guidelines (DGL24/20).

3.2 The Challenges of Recovery

While the broad phases shown in Figure 1 may appear logical and sequential, reality is often different. The initial phases are usually chaotic, with limited information, few resources, urgent needs, and widespread disruption to normal systems. For many people, recovery is unfamiliar, and mistakes will be made through all phases of the recovery process.

Over time, the nature of the recovery changes: more information becomes available, and the most urgent needs reduce. The complexity, interdependencies, and community expectations grow, including people's expectations for participation in recovery processes and the speed of recovery actions. The number of people and agencies involved balloons. Resource and personnel shortages fuel delays and escalate the costs of restoration, regeneration, or enhancement.

By the medium-term phase of recovery, any Transition period and associated powers have usually expired, meaning the coordination of the many agencies, groups and individuals involved in recovery relies on leadership, influence, goodwill and, to some extent, funding. Combined with evolving community needs, this can generate new uncertainties, ambiguity, and tensions regarding recovery roles, responsibilities, priorities, and funding. Event specific recovery structures usually emerge and take over from the CDEM role.

The community mood and sentiment towards recovery is also dynamic. Locally, regionally, and nationally, the tolerance, understanding, and appetite for risk will change. As noted in the Red Cross publication *Leading in Disaster Recovery,* "common patterns tend to emerge" characterised by "an abundance of public commitment, will and promises made by public figures, which decline over time whilst anger felt by communities increases as expectations are not met and stress and frustrations take their toll", as shown in Figure 2 and Figure 3[7]. In many disaster recovery events, inadequate community engagement, conflicting priorities, and delays in funding availability, contribute to these outcomes.

Figure 2: Changes in Community Sentiment During Recovery

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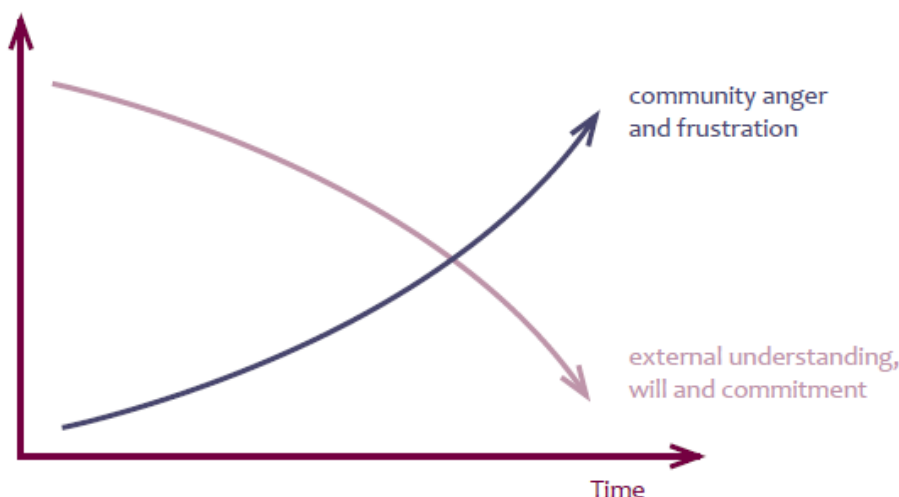
[7] Elizabeth McNaughton, Jolie Willis, and David Lallemant, "*Leading in disaster recovery: A companion through the chaos",* New Zealand Red Cross Rīpeka Whero Aotearoa. GDPC, March 2015. Pages 6-7. Available from: http://preparecenter.org/resources/leading-in-disaster

Figure 3: Risk and Innovation During Recovery
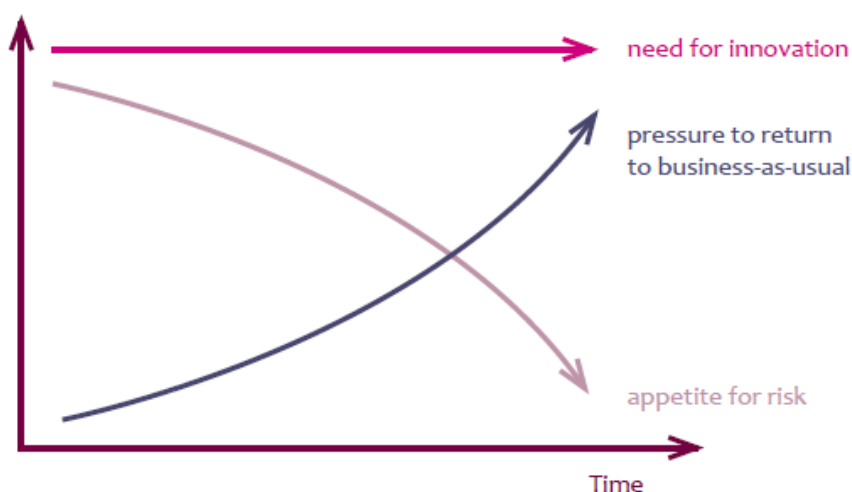
## 3.3 The Inequity of Recovery

The impacts of a disaster are never uniform across a community. The geographically based physical impacts are obvious, such as damage in flood zones, earthquake liquefaction areas, or fire zones. But impacts and vulnerability also vary with personal circumstances, sometimes within families, and reflect social, ethnic, and economic factors.

Disasters exacerbate existing inequalities. People and households with greater connections, resources or other advantages prior to an event are likely to recover more quickly. Special attention is needed to ensure the most vulnerable members of the community are supported in recovery and set up for improved outcomes beyond the recovery timeframe.

For individuals, recovery has psychological phases, as shown in Figure 4 on the following page. The nature and timing of psychological impacts of a disaster vary greatly between individuals. Changes in psychological wellbeing are natural after a disaster, and most people will recover without professional help. However, some will require psychosocial support. An individual's need for support may arise at any point of the recovery process: it may take weeks, months, or years to become apparent.

Figure 4: Psychological Phases of Recovery[8]

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[8] Original source: Australian Emergency Management Institute Community, Recovery Handbook 2.

Diagram 2
Psychosocial phases of recovery[22]
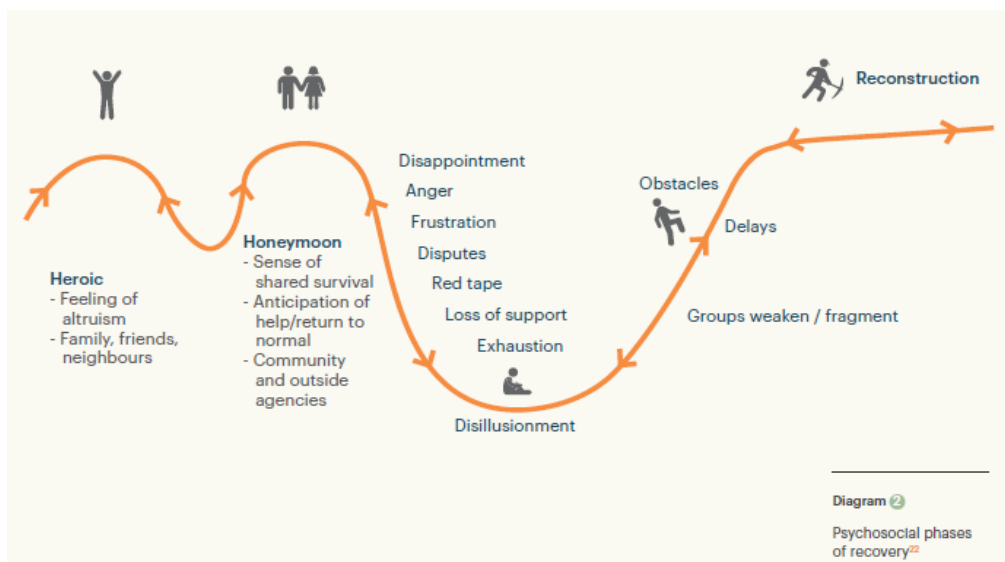
3.4 The Balancing Act

For recovery leaders, the dynamic, complex, uncertain, and often unfamiliar nature of recovery creates conflicting and competing demands. Judgement is needed to manage these tensions, and regardless of the balance between them, there will be criticism and mistakes made. This reality of recovery is captured in the text box below from the Canterbury Earthquake Recovery Authority (CERA)[9].

On the one hand, you need to:	On the other hand, you also need to:
• Act quickly	• Understand the problem
• Get things done	• Collaborate with others
• Be responsive	• Think ahead
• Be pragmatic	• Be empathetic
• Make strong decisions	• Make quality decisions
• Make things clearer and simpler	• Deal with complexity
• Grab opportunities and take risks	• Avoid causing bigger problems

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[9] Canterbury Earthquake Recovery Authority (CERA). "Walking the Recovery Tightrope", April 2016.

4 Recovery Goals and Principles

This section outlines broad recovery goals and principles to guide and set the tone of regional recovery efforts. Following an event, these can be supplemented with more specific objectives that relate to the event.

4.1 Recovery Goals

The goals of recovery are focused on restoring and rebuilding communities, infrastructure, services, and the natural environment to facilitate regeneration. Below are the key goals of disaster recovery at a regional level:

1. Community recovery and connection: Promote the recovery of affected communities, enabling them to regain a sense of normalcy, social cohesion, and well-being. This includes supporting the physical, psychological, and social recovery of individuals and communities.
2. Infrastructure and building restoration: Restore critical infrastructure and public services, such as utilities, transportation systems, healthcare facilities, schools, and communication networks. The goal is to ensure that the region's infrastructure is repaired or rebuilt to pre-disaster conditions, or even improved to be more resilient against future hazards.
3. Economic revitalisation: Facilitate the recovery of the regional economy by supporting businesses, industries, and employment opportunities. This includes assisting affected businesses in resuming operations, attracting investments, and fostering economic diversification to promote long-term economic sustainability.
4. Environmental rehabilitation: Restore and rehabilitate the natural environment impacted by the disaster. This involves measures to mitigate environmental damage, enhance ecosystem resilience, and promote sustainable land and resource management practices.
5. Risk reduction and preparedness: Integrate lessons learned from the disaster into future emergency management practices. Enhance risk reduction measures and community preparedness to improve the region's resilience against future disasters. This includes conducting risk assessments, developing emergency response plans, and implementing mitigation strategies.

4.2 Guiding Principles for Recovery

During disaster recovery, efforts are guided by these principles to help ensure an effective and equitable recovery process:

1. Inclusivity and equity: Engage and involve all affected stakeholders, including marginalised or vulnerable populations, in the recovery process. Ensure that their voices are heard, their needs addressed, and that the recovery process is inclusive, equitable, and respects diversity.
2. Collaboration and partnership: Foster collaboration and partnerships among government agencies, local authorities, iwi and mana whenua, community organisations, businesses, non-profit organisations, and other relevant stakeholders. By working together, sharing resources, and coordinating efforts, a more comprehensive and efficient recovery can be achieved.

3. Coordination: Establish effective mechanisms to coordinate the efforts of organizations and agencies involved in recovery to avoid duplication, ensure a unified approach, and optimise resource allocation. Recognise the limitations of centralised controls and empower people in their own recovery efforts by providing leadership and direction, reducing uncertainty, removing barriers, and creating opportunities. Enable organisations and individuals to make informed decisions and establish connections to support their recovery.
4. Communication and transparency: Foster transparent and open communication throughout the recovery process. Provide timely and accurate information to affected communities, stakeholders, and the wider public. Communicate the objectives, progress, and challenges of recovery to build trust and facilitate informed decision-making.
5. Flexibility and adaptability: Recognise that recovery is a dynamic process and adapt strategies as new information becomes available. Flexibility allows for adjustments to be made based on changing needs, emerging challenges, and evolving circumstances.
6. Sustainability: Incorporate sustainability principles into recovery planning and implementation. Promote the use of environmentally friendly practices, resource conservation, and long-term resilience building to minimise future vulnerabilities and enhance the region's ability to withstand future disasters.
7. Evidence-based decision-making: Base recovery plans and actions on sound scientific evidence, data, and research. Utilise rigorous assessment methods and evaluation techniques to inform decision-making processes and ensure that recovery initiatives are effective and well-informed.
8. Learn from Experience: Continuously learn from past experiences, both successes, and failures, to improve future disaster recovery efforts. Document lessons learned, share best practices, and incorporate feedback from stakeholders to enhance the effectiveness and efficiency of recovery processes.

For both territorial and regional councils, the Local Government Act 2002 underscores the extent and breadth of their interests. The purpose of local government includes:

> "*to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future.*" [10]

In the CDEM recovery context, this purpose extends beyond Councils' own assets and services and includes coordination of recovery activities across multiple organisations.

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[10] Section 10(1)b, Local Government Act 2002

5   Recovery Governance and Management

Clear recovery arrangements, agreed ahead of time, can reduce the uncertainty, empower leadership, accelerate recovery actions, and enhance recovery outcomes for communities.

The extent and duration of specific recovery governance and management is a matter of judgement and is very event specific. For small events, existing business-as-usual processes may be sufficient. The larger and more disruptive the event, the greater the likelihood specific recovery arrangements will be required for leadership and coordination between local, regional, and national agencies.

Factors to consider in determining the recovery arrangements for a specific event, including the need for or scale of a Group Recovery Office, include:

- The capacity and capability of local recovery arrangements to manage to the recovery.
- The extent to which regional or cross-district coordination is required, including the allocation of critical resources.
- The extent to which external funding or other support is required for recovery, particularly from Government, and the need for regional support in the related processes.
- Whether there are functions that are best managed at a regional level.

This section outlines the recovery arrangements for a large, regional scale event in Waitaha / Canterbury. As previously outlined, these are a starting point: they need to be confirmed, with amendment if needed, following each event and, in most cases, they will evolve during the recovery.

5.1 Overview of Roles and Responsibilities

Although recovery is a temporary activity, that does not equate to short or easy. It can be extremely demanding and recovery from large events can take years. It commences in response and continues through transition and the post-transition arrangements, until the CDEM role is exited, with any residual recovery responsibilities incorporated into modified business-as-usual processes. Planning for how this will be led and coordinated (structures, staff, funding, processes, etc.) is part of the recovery challenge. It is exacerbated by the recovery context of post-disaster competition for staff, resources, and funding.

The broad roles of local, regional, national and iwi partners are outlined below, followed by descriptions of the specific components of the Group recovery governance and management structures.

5.1.1   The Local CDEM Role in Recovery

Regardless of the scale of the event, most recovery activities are organised and delivered locally by individuals, businesses, and community groups, supported by local councils where

appropriate. Even if actions are arranged and resourced regionally or nationally, the "last mile" delivering the service or goods to those in need, remains crucial.

In the CDEM structure, district and city councils are the leading face of local recovery. The primary roles of councils are to:

- Lead engagement and communication with affected communities within their district. This includes understanding impacts, consequences, and recovery needs, recognising that these will evolve over the course of the recovery.
- Lead, coordinate, and support recovery activities across the affected areas within their district. This includes the coordination of other agencies and may require utilising a recovery task group approach, as described later in this plan.
- Advocate and connect between affected communities and regional or national recovery efforts.
- In the early stages of recovery, there may be operational response activities continuing into recovery, such as continuing welfare support until other arrangements are put in place.

A local recovery team or office will be required for any event which has a significant recovery component. Standing up a recovery office and related structures, recruiting and sustaining staff, and obtaining funding, is burden that needs to be understood, communicated, and managed.

Separately, and in addition to, the CDEM recovery role, councils must restore their own services for their communities. These include infrastructure, regulatory functions (such as resource management functions and building consents), and a diverse range of other services supporting the community recovery and well-being, including recreation facilities, libraries, and so on. While restoration of council services is a critical part of the recovery, the Council's CDEM role in recovery extends beyond this and includes the leadership and coordination of the recovery effort across their community.

5.1.2 The Regional CDEM Role in Recovery

The regional role in recovery is primarily on coordination and support, with less emphasis on operational delivery unless there are specific circumstances for doing so.

At the regional level, the primary functions of CDEM Recovery are to:

- Coordinate the recovery across agencies at the regional level through the Regional Recovery Task Groups and close liaison with local recovery managers and offices. At a regional level, this coordination is at a programme level, working with regional leads, rather than delivery of individual services or projects. It includes setting regional recovery priorities, the identification of programmes and projects required to address the priorities, confirmation of responsibilities, and the collation of programme information, such as timeframes, funding, and other resource needs, to support recovery.
- Coordinate communication and information processes between Government, regional and local recovery partners. The regional office will act as the primary conduit for information flows between local recovery efforts and Government officials,

including conveying recovery needs and priorities, collating funding and resource requests, and monitoring and reporting of recovery activities.

- Undertake specific functions where this is best done at a regional level. In a large event, the accommodation of displaced persons and households, waste management, and workforce augmentation to support recovery (through volunteers, temporary employment, or immigration), are possible examples where multiple local, regional, and national agencies may need to work together. It may also include engaging experts to provide advice on policy, legal, scientific, or engineering aspects. The allocation of scarce and critical resources will be undertaken at the regional level, if necessary.

5.1.3 Central Government's Role in Recovery

Government has two primary roles in recovery. First is service delivery through its own agencies or those it directly contracts to undertake work across its areas of functional responsibility. This can be as varied as income support, mental health services, or infrastructure repair. The second role is to support the recovery activities of other agencies, both public and private, primarily through funding but also with personnel, resources, and alignment of policy to support recovery.

In large or catastrophic events, it may take on additional functions or exercise special powers, such as those of the National Recovery Manager under the CDEM Act 2002. It may also implement policy and legislative changes to support recovery, as seen in the Canterbury and Kaikōura earthquakes and Cyclone Gabrielle. These changes may range from minor adjustments to timeframes and existing processes to far more extensive powers affecting property and judicial processes.

5.1.4 The Role of Te Rūnanga o Ngāi Tahu

Te Rūnanga o Ngāi Tahu (Te Rūnanga) are Treaty partners and their Papatipu Rūnanga and hapū are recognised as mana whenua for their respective rohe across Waitaha / Canterbury.

In the arrangements outlined below, Te Rūnanga are recovery partners in the CDEM Joint Committee, the Coordinating Executive Group, the Group Recovery Office, the Recovery Task Groups, and within the communities in which they live. As a recovery partner, Te Rūnanga will be invited and enabled to participate meaningfully and contribute to the recovery at every level: governance, the recovery offices and task groups.

The relationship between Canterbury CDEM and Te Rūnanga o Ngāi Tahu has grown over the past 13 years as a result of the range of emergencies that have affected the region: earthquakes, flooding and severe weather events, wildfires, a terror attack and a pandemic. The growing relationship has enabled Ngāi Tahu whānui to become adept and better prepared to address the impacts experienced across a range of hazards. There is a desire by both CDEM and Te Rūnanga to continue developing this relationship so that we can work in partnership on the response to and recovery from future disaster events. However, this plan recognises that Te Rūnanga capacity to participate fully in the recovery phase will be stretched thinly and their input will be keenly sought from many agencies. Engaging Te Rūnanga, papatipu rūnanga and kaitiaki ahead of an event to grow capacity for effective

engagement after an event is a priority for implementing the recovery arrangements outlined below.

New legislation to replace the Civil Defence Emergency Management Act 2002 will clarify the role of iwi in the emergency management system and may require changes to the arrangements in this plan. The partnership approach Canterbury CDEM and Te Rūnanga aspire to should stand the region in good stead in the interim.

5.2 Group Recovery Governance and Management Structures

The proposed recovery governance and management structures for Waitaha / Canterbury are shown diagrammatically in Appendix 10.5. It is recommended that Appendix 10.5 is referred to when reading this section.

The general functions of each body in the regional structure are summarised below. Some of the structures outlined below do not currently exist and would only be fully implemented after an event. A transition is required from the initial recovery stages during response and transition to these structures. However, the proposed structures provide the basis for planning ahead of an event, including the identification of roles, responsibilities, resources, and funding sources. This reduces the thought, time and energy required to establish the recovery structures and roles, expediating the delivery of recovery to the community.

5.2.1   Joint Committee

At the Group level, the CDEM Act 2002 establishes the Joint Committee as the peak governance body. The Joint Committee consists of the Region's Mayors, the Regional Council Chair, and a representative from Te Rūnanga o Ngāi Tahu.

The functions of the Joint Committee are outlined s17 of the Act and include: ⏣
  (a)   In relation to relevant hazards and risks:
             (i) Identify, assess, and manage those hazards and risks.
             (ii) Consult and communicate about risks.
             (iii) Identify and implement cost-effective risk reduction.
  (b) Take all steps necessary on an ongoing basis to maintain and provide, or to arrange the provision of, or to otherwise make available suitably trained and competent personnel, including volunteers, and an appropriate organisational structure for those personnel, for effective civil defence emergency management in its area.

  (c) to arrange the provision of, or otherwise to make available material, services, information, and any other resources for effective civil defence emergency management in its area.
  (d) Respond to and manage the adverse effects of emergencies in its area.
  (e) Plan and carry out recovery activities.

In the proposed recovery structure, the Joint Committee remains the peak governance body for recovery in Waitaha / Canterbury. The Group Recovery Office, or the Recovery Board if

established, would report directly to them. The function of the Joint Committee in recovery is to provide strategic leadership including:

- Authorisation of recovery structures and roles for the Canterbury CDEM Group.
- Acting as recovery advocates within and for affected communities in Waitaha / Canterbury.
- Setting direction and recovery priorities for the Group Recovery Office or Recovery Board.
- Ensuring there are suitable personnel, resources, and processes in place for recovery.
- Ensuring recovery risks are appropriately managed.
- Representing the Group recovery needs and priorities to Government Ministers, Members of Parliament, and governance representatives of other recovery partners.

5.2.2 Coordinating Executive Group

The Joint Committee is supported by the Coordinating Executive Committee (CEG), consisting of local authority chief executives and executive representatives of other key CDEM partners. CEG provide advice to the Joint Committee, implement their decisions, and oversee the implementation, development, maintenance, monitoring, and evaluation of the Group Plan[11].

In the proposed recovery arrangements, CEG would continue to advise the Joint Committee and work to implement its decisions (as outlined in the Act). As the executive leaders of Councils and other recovery partners, CEG and its members would work closely with the Recovery Board and Recovery Office staff. In the proposed structure, there is no formal accountability from the Recovery Office or Board to CEG.

5.2.3 Recovery Board

In a larger event that requires establishment of a Group Recovery Office and significant Government funding for recovery activities, the Joint Committee may establish a Recovery Board. A terms of reference will be confirmed based on the functions and membership outlined below.

The purpose of this board is to have an active governance role in recovery for a specific event or events. It would have close oversight of the Recovery Office and is accountable to the Joint Committee. It would act on behalf of the Joint Committee, fulfilling functions the delegated to it. It would:

- Establish and maintain working relationships with recovery partners and community leaders at the governance or senior management levels.
- Ensure appropriate structures, roles and responsibilities, resources, and processes are in place for effective governance and management of the recovery, including the management of risk and the effective coordination of recovery across agencies.

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[11] See s20 of CDEM Act 2002

- Set a tone and culture for recovery activities that promotes collaboration and effective and trusted relationships with affected communities, Te Rūnanga, and other recovery partners.
- Act as an advocate for recovery and augment efforts to secure the funding and resources required for recovery.
- Oversee the monitoring, evaluation and reporting of recovery activities and outcomes to the Joint Committee and recovery partners, including providing assurance to Government on the use of funds, the delivery of recovery activities, and the management of recovery risks.

The Recovery Board is a temporary body, and its authority would come from delegation by the Joint Committee, unless recognised in event specific legislation. Its principal source of influence would be through collaborative relationships, agreements between recovery partners at the local, regional, and national levels, and through recommendations to the Joint Committee and agencies exercising powers under other legislation.

Membership of a Recovery Board will be confirmed by the Joint Committee following an emergency event. In a large event requiring substantial Government support for recovery, membership would be determined in consultation with Government and may include:

- Local government representatives (elected and/or senior officials).
- Te Rūnanga o Ngāi Tahu.
- One or more Government appointees.
- Community representatives.
- Recovery experts for specialist areas, such as infrastructure, social wellbeing, or finance.

5.2.4 Group Recovery Office

The Group recovery is managed through the Group Recovery Office, led (initially at least) by the Group Recovery Manager. The Group Recovery Office functions include:

- Establish and maintain effective communication channels with affected communities and recovery partners at the local, regional, and national levels, to facilitate a shared understanding of the current and evolving community needs, priorities, and associated recovery activities.
- Undertake intelligence gathering, analysis, and planning to support coordinated recovery efforts.
- Advise the Joint Committee (or Recovery Board) and recovery partners on the strategic directions, priorities and plans for recovery at the regional level.
- Establish and support coordination processes and structures through the regional Recovery Task Groups and liaison with local recovery structures.
- Advocate for recovery activities and support coordinated funding processes with recovery partners.
- Develop policy to guide recovery actions and advocacy on recovery related matters, as needed.
- Engage specialist technical advisors to support regional and local recovery efforts (such as science, engineering, or legal advice), as required.

- Monitor, evaluate, and report to the Joint Committee (or via the Recovery Board) and other recovery partners, including Government, on recovery needs, activities, and outcomes.

The resources, number and type of personnel required in the Group Recovery Office are dependent on the nature of the event. In a small event, where recovery activities are led at the local level, a Group Recovery Office may not be required at all. In a large event, however, it is likely to require a combination of local government, central Government, and contracted staff to fulfil its functions. A high-level outline of a proposed structure for a large event is provided in Appendix 10.1. Identifying how the Office would be staffed and resourced (including location options and support services such as IT, finance, HR, etc) is necessary for being prepared for recovery.

Given the importance of working closely with Government on recovery policy and funding, embedding some central Government staff in the Group Recovery Office is regarded as highly beneficial. This should include staff from critical central agencies, such as Department of Prime Minister and Cabinet (DPMC) and Treasury, to ensure there is a strong understanding and connection between local, regional, and national recovery needs and related interdependencies.

5.2.5 Recovery Task Groups

Recovery Task Groups are the primary mechanism for collaboration and coordination of recovery activities across agencies at both the regional and local levels. Task Groups are made up of representatives from iwi, public agencies, NGOs, and the private sector (including critical infrastructure companies and business). Each task group is led by a senior leader from an agency within the Task Group. The Group Recovery Office is responsible for supporting the establishment and functioning of the regional task groups. Similarly, local recovery offices may establish local recovery task groups to coordinate recovery activities within their districts.

The Canterbury Group Plan identifies four Recovery Task Groups. These cover the social, economic, natural, and built environments. At the regional or Group level, these are shown in the table below, along with subgroups, indicative membership, and the Task Group lead agencies. This is a starting point for establishing the groups, which may be modified depending on the nature of the event. For example, only some of the task groups may be required, or another group may be added (such as a rural task group), or there may be variations in participants.

Regional Recovery Task Groups[12]

	Social Environment[13]	Economic Environment	Natural Environment	Built Environment

[12] The membership shown is based largely on the Directors Guidelines [DG24/20]. Further discussion on membership and leadership of these groups is required.

[13] Membership of this group is to be discussed with the Welfare Coordination Group.

Sub-group	Safety & Wellbeing	Individuals	Natural Resources	Residential Housing
	Health	Businesses	Waste Pollution	Commercial/Industrial Property
	Welfare	Infrastructure	Amenity Values	Public Building & Assets
	Vulnerable Groups	Government	Biodiversity & Ecosystems	Rural Farmland
	Cultural			Lifeline Utilities
Lead agency (tbc)	*tbc*	*Chamber of Commerce*	*Environment Canterbury*	*tbc[14]*
Members (tbc)	Te Rūnanga o Ngāi Tahu[15]	Te Rūnanga o Ngāi Tahu	Te Rūnanga o Ngāi Tahu	Te Rūnanga o Ngāi Tahu
	Councils	Councils	Councils	Councils
	MSD	MBIE	DOC	Regional Lifelines Group
	Te Whatu Ora	MPI	MPI	Environment Canterbury
	MBIE	MSD	MFE	MBIE
	MPI	IR	Public health	Min Housing and Urban Development
	MoE	Rural Advisory Group (RAG)[16]		MPI (?)
	TPK	Christchurch NZ		NZ Insurance Council
	DIA			Earthquake Commission
	Rural Support Trusts	Enterprise North Canterbury		Waka Kotahi
	Red Cross	South Canterbury Chamber of Commerce		RAG
	Salvation Army			
	Welfare Coordination Group (WCG)			

5.2.6 Local Recovery Arrangements

Each territorial authority has their own Local Recovery Manager and must establish their own recovery office and recovery task groups, if needed. As with the Group recovery arrangements, the scale of a local recovery office and the nature of the task groups will vary according to need and resources. For effective coordination, a close working relationship and alignment with the Group Recovery Office is required.

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[14] The built environment has two broad streams: infrastructure and buildings. At a local level, District Councils are well positioned to lead this Task Group as they have significant interests in both streams. At a regional level, leadership is less clear.

[15] Te Rūnanga representation is to be discussed and determined. It may vary across the groups, reflecting their wide ranging interests. Co-chairing of groups may be considered appropriate. It may include nominated mana whenua representatives, Te Rūnaka, Ngāi Tahu Holdings (in the economic group).

[16] The Rural Advisory Group is a sub-committee of CEG and represents a variety of primary sector interests. If necessary, a separate rural task group may be established under RAG leadership, or additional rural sector leaders, such as Dairy NZ or Sheep and Beef, may be added.

Specific local recovery arrangements, including local recovery task groups, are outside the scope of this plan. However, councils are encouraged to develop their own recovery plans, incorporating their council's governance and management arrangements for recovery. This could, for example, include a committee of council, convened after a declared civil defence emergency management event, to have a more active role in overseeing recovery and ensuring all aspects of community wellbeing are considered and coordinated within their local recovery structures.

5.2.7 Te Rūnanga o Ngāi Tahu Recovery Arrangements

As already noted, iwi and Māori input are sought at all levels of the recovery structure. It is proposed that Te Rūnanga convene a rōpū to oversee that participation. The primary kaupapa of the rōpū is to ensure tikanga is observed, both in the selection of iwi and Māori representatives across the recovery structures, and within the engagement and decision-making processes themselves. The rōpū themselves are not intended as the primary structure for engagement (although there may be times when this is appropriate), but to support the inclusion of iwi and Maata Waka in recovery processes, so that it is both effective and appropriate.

A terms of reference for the rōpū will be developed to provide clarity on its role, membership (which may vary depending on the area affected and the impacts), authority and its relationship to other iwi or Māori decision making structures. Alongside this, is a need to address issues of capacity, capability and remuneration for iwi and Māori representation.

5.3 Coordination within Recovery

Leadership and coordination are critical issues for recovery. However, other than the Transition powers in the Act (which typically form a very small part of recovery), or powers introduced under special legislation following an event, there are few statutory powers or processes for direction or coordination. It relies primarily on goodwill and trusted relationships. Consequently, other processes or mechanisms are required for coordination across and between recovery agencies.

The following are examples of how coordination of activities can be supported with the arrangements for Waitaha / Canterbury:

- The existing governance arrangements of the Joint Committee and CEG provide a mechanism for consistency and coordination at the higher levels, or on specific issues, if required. The Canterbury Mayoral Forum is another forum for this, especially after the early stages of recovery.
- Regularly scheduled Group recovery meetings convened by the Group Recovery Manager with Local Recovery Managers and Task Group leaders (both group and local) can provide a common operating picture, clarify responsibilities, and identify matters requiring coordination. Initially, these may be frequent (like the scheduled 0900 meetings held by controllers during response, for example), diminishing in frequency over time.

- Using combined working groups to coordination specific issues. These may span recovery task groups at both the Group and Local levels. (For example, river protection works may be part of the built environment task group but also of interest to the natural environment group, and possibly others. Similarly, areas of managed retreat require input from local to national level, and spans task groups interests).

- Sharing of sitreps, recovery plans and monitoring reports. These can outline the current situation, emerging and declining issues, risks, current and proposed actions (and timeframes), progress towards outcomes, and matters requiring attention or escalation. They can include a dashboard of indicators for communication to key stakeholders.

- Establish, if needed, specific functions within the Group Recovery Office to coordinate or support activities across the Group. Possible examples include public information management, intelligence gathering, a programme management office (including business case support), policy development, legal and technical advice.

- The assignment and management of recovery components or tasks to specific entities to provide clarity on responsibilities and avoid duplication.

6 Recovery Outputs

This section outlines the key outputs of recovery, with emphasis on the early stages. It is a list to get things started and will be supported by more detailed templates and guidance as these are developed.

The outputs required in the medium and longer term are less clear ahead of an event. They emerge during recovery, reflecting the specific circumstances of the event and the evolving responsibilities of the recovery.

6.1 Response and Immediate Recovery Phase

During response, recovery has a dual role: to support and inform the response, and to initiate early recovery actions. From the outset, it is important that Recovery Managers at all levels look ahead to ensure they are ready to take over leadership at the end of the emergency response.

6.1.1 Input to Response

This includes:

- Contribute intelligence insights to the response where available from recovery discussions with external groups (not directly involved with the CDEM emergency response) and consequence analysis.
- Input a recovery perspective to <u>response</u> objectives, priorities, and tasks to:

  o Address immediate recovery needs.
  o Reduce future adverse consequences.
  o Identify and facilitate recovery opportunities.

- Lead engagement with recovery partners on recovery matters. (This provides a channel for recovery discussions which may not be regarded as priorities other response functions.)
- Provide a sounding board and strategic perspective for Controller.
- Input to Transition Report (led by Planning for Controller).
- Prepare a Notice of Local Transition Period, if required (see template and guidance)
- Work with Public Information Managers (PIM) on public messaging for recovery, to the extent needed during response. This includes planning and delivery of a Transition to Recovery media briefing (with Controller and / or elected officials).
- Ensure any other relevant actions are taken that will support recovery, such as designation of areas for emergency management of buildings under the Building Act 2004.

6.1.2 Early Recovery Actions

This includes:

- Establish the recovery function within the ECC / EOC

o   Recruit staff, equipment, and location.

o   Establish operational processes (including monitoring of email inbox, input to and monitoring of sitreps and plans, data management processes, team meetings, etc).

o   Assign roles and responsibilities relating to core processes and outputs.

o   Establish engagement channels and processes for governance, inter-agency communications, and the public information.

- Consequence analysis

    o   Complete analysis of impacts and short, medium, longer term consequences, risks, opportunities.

    o   Engage broadly with stakeholders for input.

    o   Share findings with response and recovery partners to inform decision making, priorities and resources.

- Establish relationships with recovery partners.

    o   Recovery Managers (local, regional, and national).

    o   Te Rūnanga and Papatipu Rūnanga.

    o   Government, sector and task groups, NGOs, and community groups.

    o   Develop and share an understanding of impacts and consequences, future needs, priorities, and risks.

    o   Establish ways of working together and resources required to support collaboration.

- Confirm Recovery arrangements with CEG and Joint Committee

    o   Recovery governance and management structures, terms of reference, roles, and responsibilities. This may also involve Government if significant funding is sought.

    o   Recovery Office arrangements (structure, staff, funding, core and supporting processes, monitoring, and reporting).

- Develop initial action plan.

    o   Objectives, actions, resources, funding, risks, etc.

    o   Priorities: balancing urgency, importance, sequencing, and timing.

    o   Incorporate proposed recovery arrangements, resources, etc.

- Develop initial communication plan.

    o   Engagement processes with recovery partners and community

    o   Media and social media

    o   Continuation of sitreps or other regular recovery updates (once the response period has finished).

- Recovery Task Groups

    o   Confirm groups, terms of reference, membership, and chair.

    o   Convene first meetings.

6.1.3 Short Term Recovery

This includes:

- Establish recovery office – staff, core and supporting systems, funding.
- Establish community connections and engagement processes for recovery.

  o   Community group meetings and updates, in conjunction with local recovery staff where appropriate.

  o   Engage with existing and emerging leaders.

  o   Seek input to recovery planning.

- Establish navigator service.

  o   Support the establishment of navigator services for tailored advice for affected communities, households, or individuals on how to access assistance. This may occur earlier if resources are available.

- Develop recovery plan.

  o   Utilise community connections and Recovery Task Groups for input.

  o   Include recovery governance and management arrangements.

  o   Include indicative funding requirements to the extent possible.

- Establish monitoring and reporting requirements.

  o   Monitoring and reporting audiences include governance, Government, recovery partners, community, media, social media.

6.1.4 Medium Term and Longer Term

Implementation of the recovery plan is the focus in the medium term. This includes the detailed planning, funding, resourcing, programme and project management needed for delivery of more substantial recovery initiatives. The complexity of these functions is often under-estimated, along with the time and resources required to complete them.

In addition, there will be a continuation of monitoring and reporting, the emergence of unanticipated issues, the evolution of recovery plans and policy, and changes of recovery personnel. Keeping people informed is important during this phase. This includes engagement with affected communities, ongoing public information activities, and milestone reporting to the community and governance leaders.

The longer term includes the delivery and completion of recovery initiatives and the progressive exiting from recovery to business as usual.

7 Monitoring and Reporting

To be added.

8 Exiting Recovery

Recovery, as a specific function of CDEM or local authorities, is temporary. An Exit Strategy must be developed. Clause 158 of the National CDEM Plan 2015 outlines the requirements of an Exit Strategy and a template for is available through the NEMA website.

Exit or closure of a Recovery Office does not mean that all recovery activities are complete. Many activities will continue as part of ongoing activity incorporated into a new normal, or revised business as usual, for councils and other agencies.

There is no specific timeframe or criteria for exiting recovery. In broad terms, matters to consider include:

- The need and sentiment of the community: are they ready for a formal end to recovery? Exiting too soon may leave communities feeling abandoned, and continuing too long may create unnecessary dependence or create confusion with business as usual roles.
- What services does the community still rely upon, and can these be handed over or stopped?
- Can coordination of any ongoing recovery activities can be adequate achieved through revised business as usual processes?
- Do the agencies responsible for any ongoing recovery activities have the capacity and capability to deliver the services needed? Do they accept the responsibility for those services?
- Is there a need for ongoing and coordinated recovery advocacy and funding, or has that stage ended or been incorporated into existing processes?

In addition to the handover of programmes or projects to agencies, consideration needs to be given to data and record management: what is kept, where, why, and what deleted. The exit process includes a debrief and lessons learnt documentation.

9 Funding

The funding of recovery activities is complex and comes from many sources. Some recovery activities, particularly during response and transition, will be funded from CDEM sources, such as the Canterbury Group Office (through Environment Canterbury) or councils, some of which can be claimed from NEMA. Other agencies, particularly Government agencies, will fund their own activities from their own budgets.

In a large event, there will be a need for substantial external funding for both the management of recovery activities and the on-the-ground delivery. Existing budgets and funding sources from local government and Government departments will be inadequate. Special funding from Government will be required, which will come with substantial information requirements and scrutiny of expenditure.

Enhancing clarification of funding sources, processes, and criteria, including the adequacy of levels of financial contingency and reserves available for recovery, is an area requiring further development.

10 Appendices

10.1 Recovery office structure

A proposed Group Recovery Office structure for a large event is shown below. The roles for each function are described below. The proposed structure is indicative only: confirmation of this structure and the number of staff required to perform each function will be event specific.
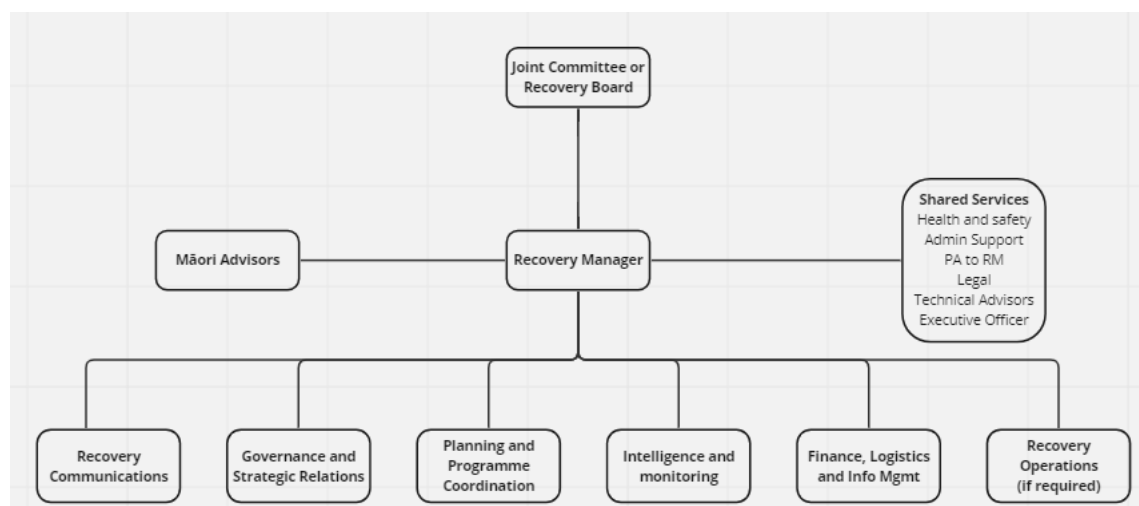
10.2 Role descriptions

10.2.1 Group Recovery Manager

The role of the Group Recovery Manager is to lead and coordinate recovery at the regional level, starting in response and continuing until recovery is exited or alternative recovery leadership processes are put in place.

The Group Recovery Manager will be instrumental in initiating and overseeing the delivery of the outputs outlined in this plan, particularly during the response and early phases of recovery.

The Group Recovery Manager will:

- Lead the recovery function within the ECC in response.
- Lead recovery during Transition, including exercise of recovery powers if necessary.
- Confirm recovery arrangements with CEG and JC.
- Oversee establishment of recovery arrangements, including establishment of group recovery office and convening of recovery task groups.
- Establish and maintain effective working relationships with key recovery partners locally, regionally, and nationally.
- Engage with and advocate for affected communities, to ensure there is awareness and appropriate responses to their needs.

- Identify and communicate recovery priorities, in conjunction with the JC, CEG or the recovery board (if established).
- Ensure there are processes in place for reporting to governance and key recovery partners, particularly Government, and the management of recovery related risk.

10.2.2 Recovery Task Group Chair

Recovery task groups are a key mechanism for coordination of recovery activities. The task group chair has a critical role in the effectiveness of the group. Their role will be supported by staff from the recovery office.

The task group chair will:

- Convene task group meetings and oversee the administrative components of the task group, with support from the recovery office or their own organisation.
- Chair meetings, encourage collaboration, and facilitate effective coordination among task group members.
- Lead the task group, supported by the Recovery Office, to establish recovery priorities, programmes, and projects to address recovery needs, and identify responsibilities for delivery. Establish sub-groups when required.
- Maintain effective working relationships with task group members.
- Act as an advocate and spokesperson for the task group.
- Work with the recovery office and other task group chairs to create an understanding of priorities and activities across all task groups and enable collaboration across task groups when necessary.
- Ensure the Group Recovery Office is informed of any emerging issues, recovery risks and mitigation measures.

10.3 Templates and Guides (to be added)

Consequence analysis

Initial action plan and prioritisation criteria

Comms plan

Briefing templates (JC/CEG/Board, Ministers, media)

Terms of refence for Recovery Board, Group Recovery Office, Recovery Task Groups

Planning templates for recovery task groups / agencies

Reporting templates for task groups / agencies.

10.4 Links to Other Resources

(To be added)

DRAFT

10.5 Draft Canterbury Group Recovery Structure