

# Recovery Update

Risk and Assurance Committee

15 August 2024

## Focus for discussion

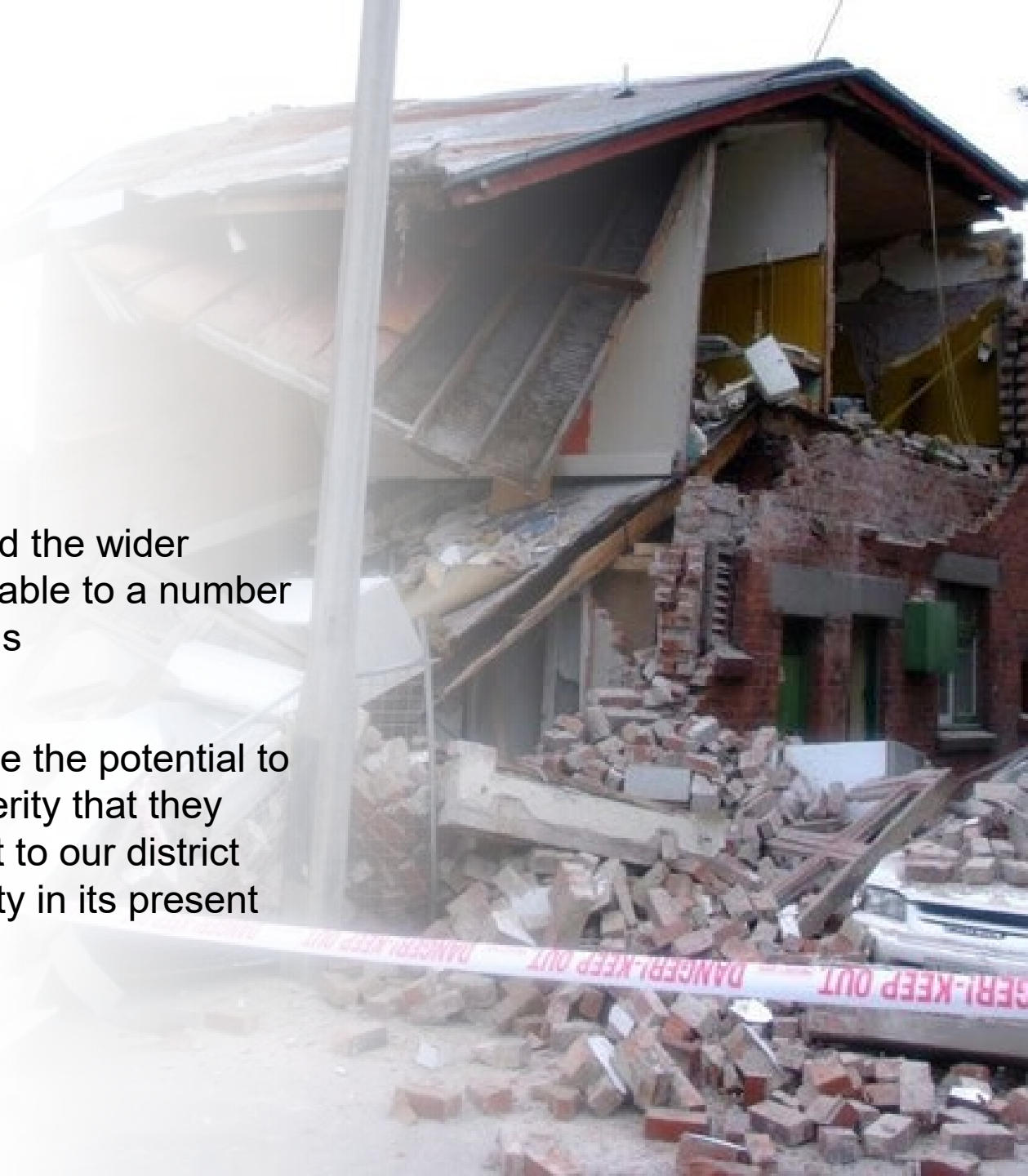
- Why we need to plan for recovery now
- Where Recovery sits in the “4R’s” framework, and its mandate via legislation
- Our local team, and regional WREMO team
- What Recovery involves and what work we have been doing
- Working with WREMO and our next steps

## Why we need to plan for recovery now

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The Kapiti Coast District and the wider Wellington Region is vulnerable to a number of significant natural hazards

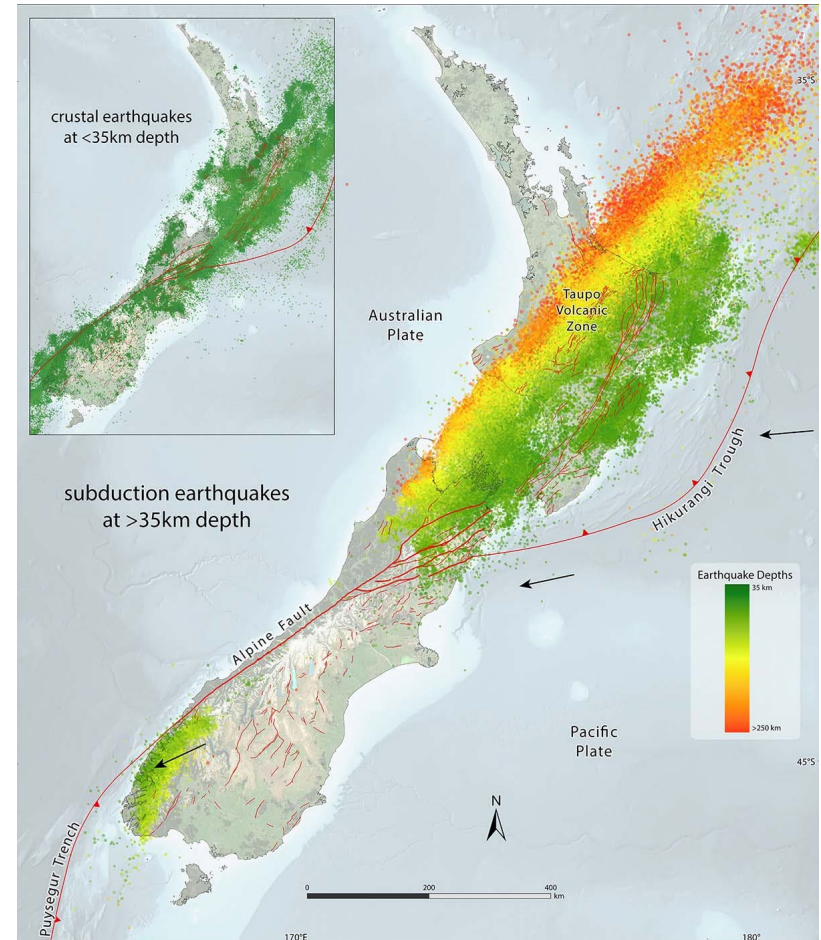
Some of these hazards have the potential to be of such a scale and severity that they present an existential threat to our district and region's ongoing viability in its present form



# Risk Assessment

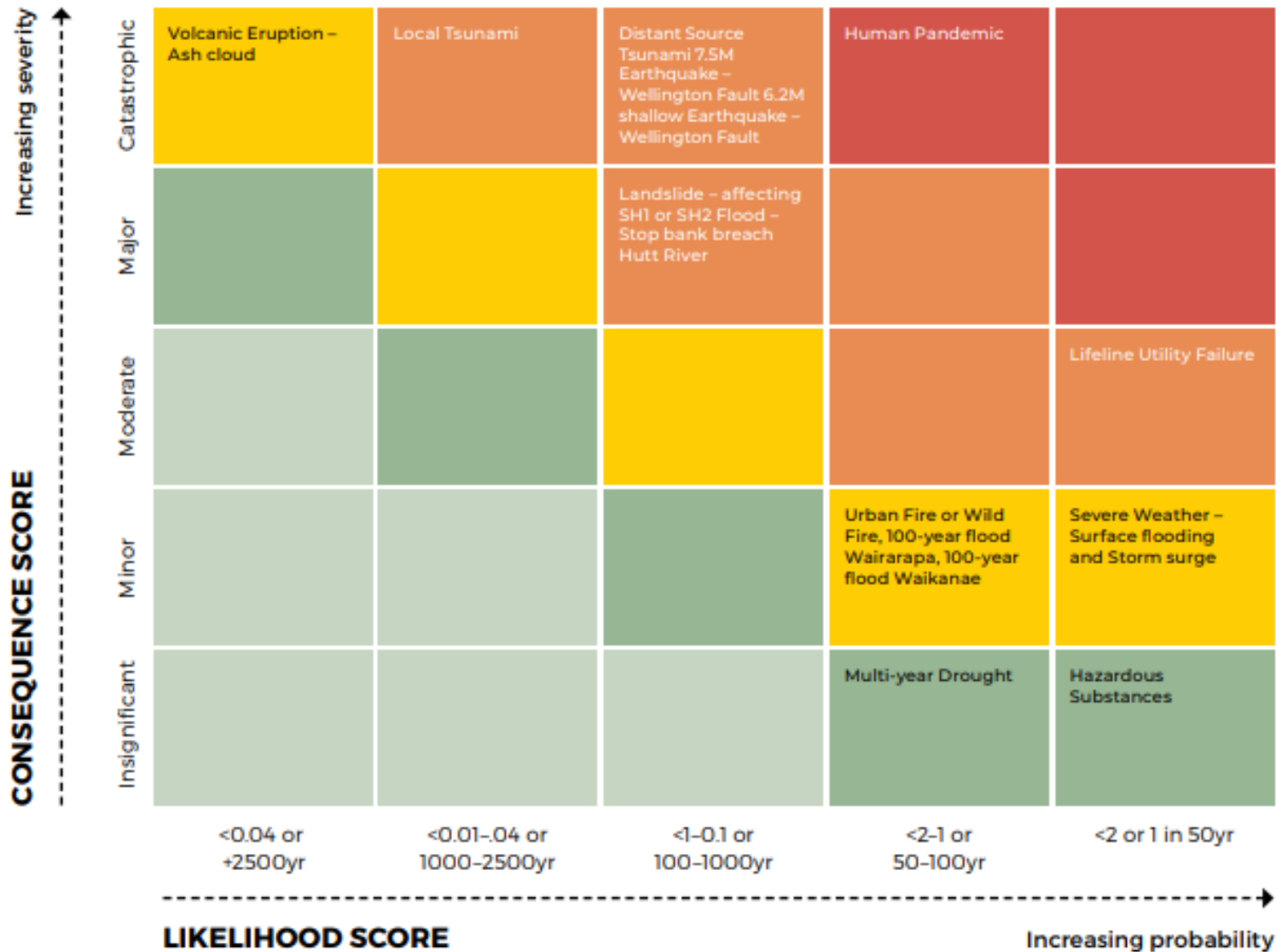
There is a 75% chance of an Alpine Fault Earthquake of magnitude 8+ happening any time in the next 50 years.

It is not a question of 'if' but 'when'.



# Risk Assessment

## Risk assessment - Wellington Region CDEM Group hazards



# Pre-Event Recovery Planning

- The scale and severity of impacts and compounding consequences will be beyond the capacity of any one single agency, organisation or community group to resolve.
- Collaborative planning for recovery needs to start now to reduce the risks and ensure recovery activities are well coordinated, timely, effective, make the best use of money and resources, and ultimately meet the needs of our affected communities so they can recover quickly.
- Council has the local responsibility to coordinate recovery planning and programme delivery pre and post event.

# Recovery in the “4Rs” framework

## Reduction

Identifying and analysing long-term risks to human life and property from 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

Developing operational systems and capabilities before a civil defence emergency happens; including self-help and response programmes for the general public, and specific programmes for emergency services, lifeline utilities and other agencies.

## Response

Actions taken immediately before, during or directly after a civil defence emergency to save lives and protect property, and to help communities recover.

## Recovery

The coordinated efforts and processes to bring about the immediate, medium-term and long-term holistic regeneration of a community following a civil defence emergency.



# Legislation applicable to Recovery

## Civil Defence Emergency Management Act 2002 (version as at 1 July 2024)

### Part 2

#### Appointment, functions, and powers of persons involved in civil defence emergency management

##### Group Recovery Managers and Local Recovery Managers

###### Appointment of Recovery Managers: Group Recovery Managers (Section 29)

- **Appointment:** A Civil Defence Emergency Management Group must appoint a qualified and experienced individual as the Group Recovery Manager for their area.
- **Substitute:** The Group must also appoint a substitute to perform the duties of the Group Recovery Manager during any vacancy or absence.
- **Removal and Replacement:** The Group has the authority to remove or replace the Group Recovery Manager at any time.
- **Delegation:** The Group can delegate the authority to replace the Group Recovery Manager during a transition period to designated representatives and set conditions for such delegation.

###### Local Recovery Managers (Section 30)

- **Appointment:** The Group may appoint one or more Local Recovery Managers to handle specific recovery tasks and exercise the Group Recovery Manager's powers within their designated area.
- **Compliance:** Local Recovery Managers must follow the directions of the Group Recovery Manager during transition periods.

###### Functions and Responsibilities: Group Recovery Manager Functions (Section 30A)

- **Coordination:** The Group Recovery Manager directs and coordinates the use of resources for recovery activities during a local transition period.
- **Delegation:** The Group Recovery Manager can delegate functions and powers, except the power to delegate further.
- **Accountability:** The Group Recovery Manager or Local Recovery Manager remains accountable for any functions or powers they authorize others to perform.
- **National Transition Periods:** They must adhere to resource and service priorities set by the Director or National Recovery Manager during national transition periods.

###### Temporary Provisions (Section 30B)

- **Effective Dates:** Temporary provisions apply from the section's commencement until 30 September 2024.
- **Replacement:** During this period, section 30A is replaced by clause 2 of Schedule 3.
- **Repeal:** This section and the associated temporary provisions will be repealed after 1 October 2024.

*This legislation outlines the appointment, roles, and responsibilities of Group and Local Recovery Managers, including their authority and accountability during both local and national transition periods.*



# Legislation applicable to Recovery

## Civil Defence Emergency Management Act 2002 (version as at 1 July 2024)

### Part 5A Transition periods

#### National Transition Period (Section 94A)

- **Authority:** The Minister can declare a national transition period after a state of emergency or an un-declared emergency if it's necessary for effective recovery.
- **Criteria:** The Minister must ensure the transition period is in the public interest and necessary for timely recovery. Factors include the affected areas, the shift from response to recovery, and local recovery capacities.
- **Notification:** The Minister must inform the House of Representatives and cancel any existing local transition periods in affected areas.

#### Local Transition Period (Section 94B)

- **Authority:** Authorised individuals or the Minister can declare a local transition period after a state of emergency or an un-declared emergency if it's deemed necessary.
- **Criteria:** Similar to the national transition period, the local transition period must be in the public interest and necessary for effective recovery, considering affected areas and local capacities.
- **Interactions with National Period:** A local transition period cannot overlap with a national transition period and cannot be used for COVID-19 without the Minister's approval (with specific conditions).

#### Commencement and Duration (Section 94C)

- **Commencement:** Transition periods start either when a state of emergency ends or when the notice is given.
- **Duration:** **National transition periods last 90 days** (unless extended or terminated early), and **local transition periods last 28 days** (unless extended or terminated early).

#### Extension of Transition Periods (Section 94D)

- **Authority:** The Minister or authorised persons can extend transition periods if needed.
- **Criteria:** Extensions are based on the same criteria as the initial declaration, considering affected areas and local capacities.
- **Notification:** The Minister must inform the House of Representatives for national extensions, and a third or further local extension must be reported to the Minister.

#### Termination of Transition Periods (Section 94E)

- **Authority:** The Minister or authorised persons can terminate transition periods at any time.
- **Requirements:** Notices must include the time, date, and areas affected, and be published promptly.

#### Notices and Publication (Section 94F)

- **Content:** Notices must specify the time, date, and affected areas and follow prescribed forms.
- **Publication:** Notices must be published in newspapers, online, and in the Gazette as soon as practicable.

#### Notices and Publication (Section 94F)

- **Application:** Temporary provisions apply from the date of enactment until 30 September 2024, replacing certain sections of the legislation.
- **Effect:** Cross-references to replaced provisions are to be treated as references to the corresponding temporary provisions.

*This legislation outlines the procedures and authority for managing transition periods after emergencies, focusing on the criteria for declaring, extending, and terminating these periods.*

# Our local team

We have recently appointed two new positions to support our Recovery work programme and responsibilities. The individuals below represent the core recovery team for the Kapiti Coast District.

## Core KCDC Recovery team:



**Kris Pervan**  
*Local Recovery  
Manager*



**Nicole Davey**  
*Recovery Lead*  
*(recently appointed)*



**Brigid Jenkins**  
*Alternative  
Local Recovery Manager*  
*(recently appointed)*



**Gina Anderson-Lister**  
*Alternative  
Recovery Lead*

## Core WREMO Recovery team:

**Dan Neely**  
*Group Recovery  
Manager*

**Scott Dray**  
*Group Recovery  
Coordinator*

*Our Recovery work is a community-focused, rather than a Council specific function (ie Council business continuity links to our work, but is not our primary purpose).*

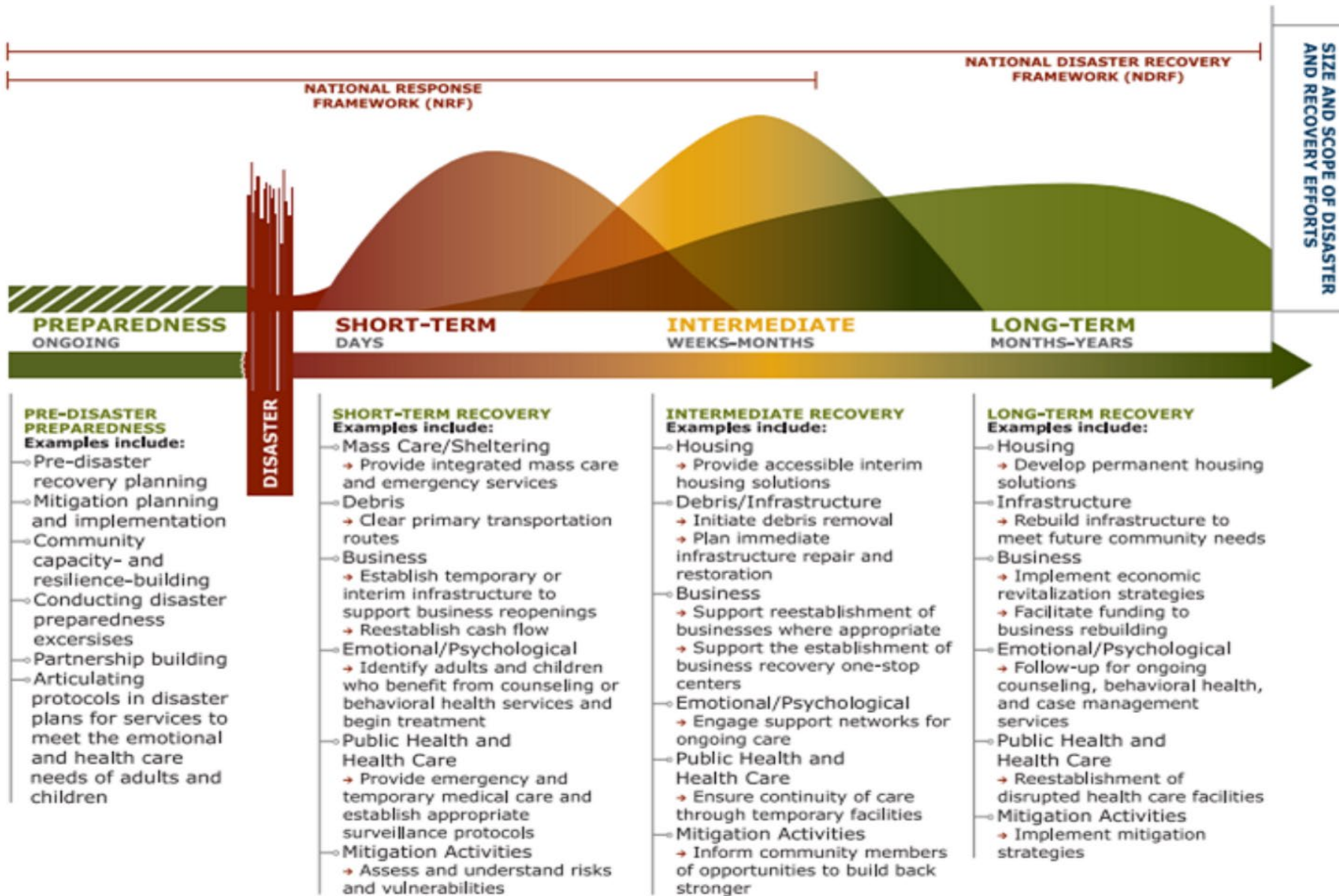
*Working with WREMO, we will establish local governance forums and provide a centralised place for discussions to ensure our local elected members have a leading role in supporting our community to thrive.*

# What Recovery involves

- Recovery involves phases of pre & post event planning and service delivery. Event specific recovery operations start from the moment that an event triggers an emergency management response. Whilst Emergency Management Response can be in place for weeks, Recovery is a longer process that in a major or severe event could last for years.
- Successful community recovery can be defined as the “re-establishment of infrastructure, public services, economy, environment, social and cultural connections, and a general sense of restored stability. Collectively it is the establishment of a ‘new normal’, hopefully more liveable than before and better able to withstand the next emergency event.”
- The recovery process is best described as a continuum involving a sequence of interdependent and often concurrent activities and many participants that progressively advance a community toward a successful recovery outcome. Managing this process is not an easy task. Often there is significant uncertainty due to a lack information, coordination, leadership, access to funds and resources etc.
- During an emergency event, the KCDC recovery team will become an EOC function desk providing a recovery lens to EOC planning and decision making. Key outcomes of the Recovery Desk during the response phase is to plan for the transition from response to recovery, develop an event specific Recovery Action Plan and actively engage with recovery partners.
- Beyond the transition phase, once recovery powers expire, recovery operations are about coordination and collaboration. In practical terms, we will work with the community, business, NGOs and central government to support our community to ‘stand back up’ in the event of a significant impact to daily activity.
- In 2023, Councils Senior Leadership Team endorsed standing up a virtual Recovery Programme Office which is housed in Strategy & Growth.

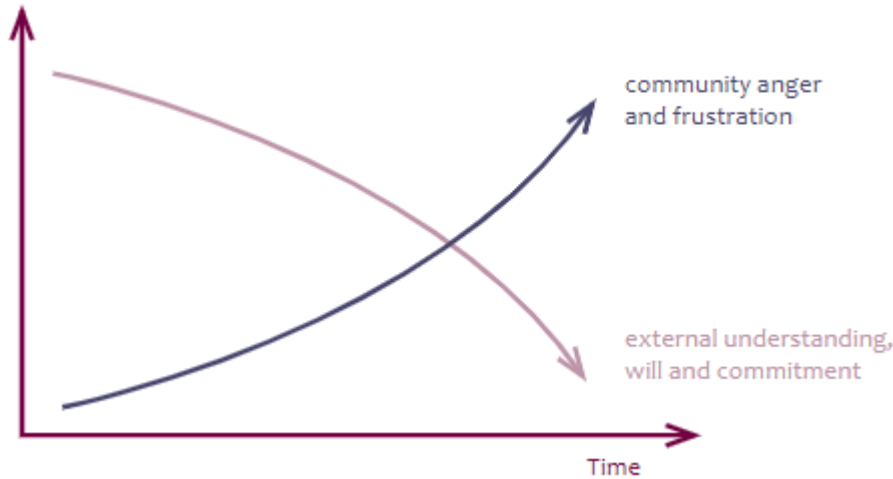


# The Recovery continuum – sequence and phases



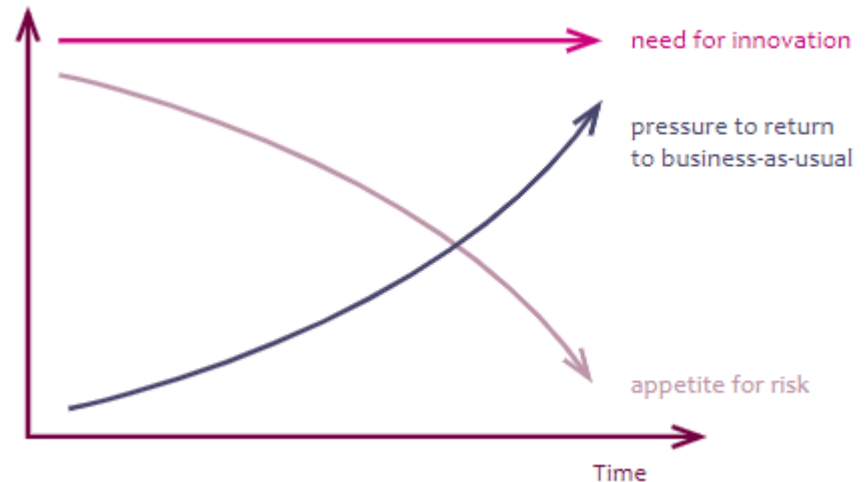
# The challenge of Recovery over time

In the early stages after an event there is an abundance of public commitment, will and promises made by public figures.



These decline over time whilst anger felt by communities increases as expectations are not met and stress and frustration take their toll.

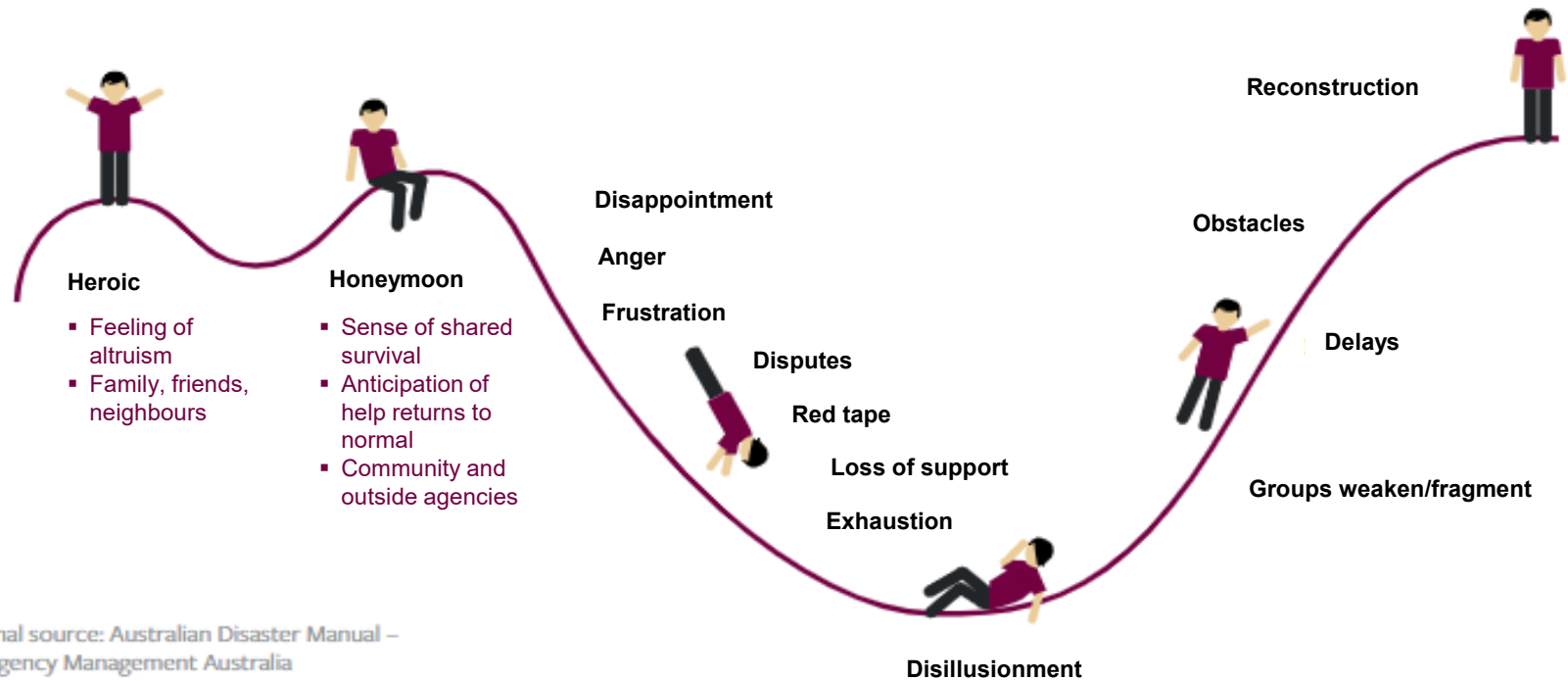
Throughout the recovery process the need to innovate and be flexible remains high.



However, over time the pressure to return to business-as-usual practices increases, along with a diminishing appetite for embracing risk and innovation.

# A community perspective on what to expect

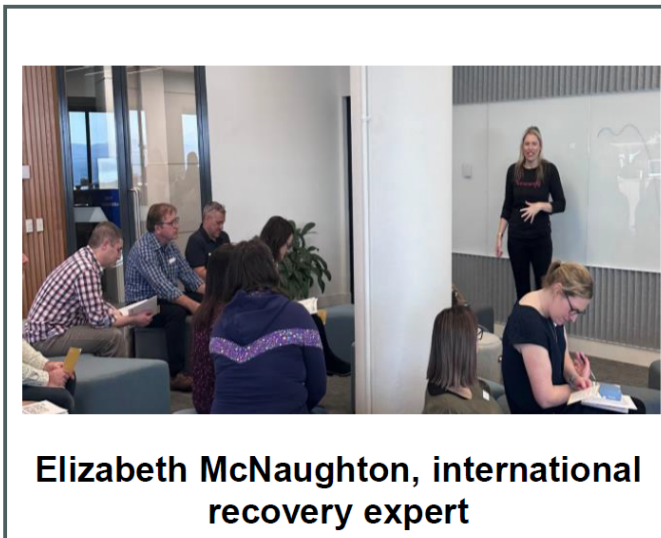
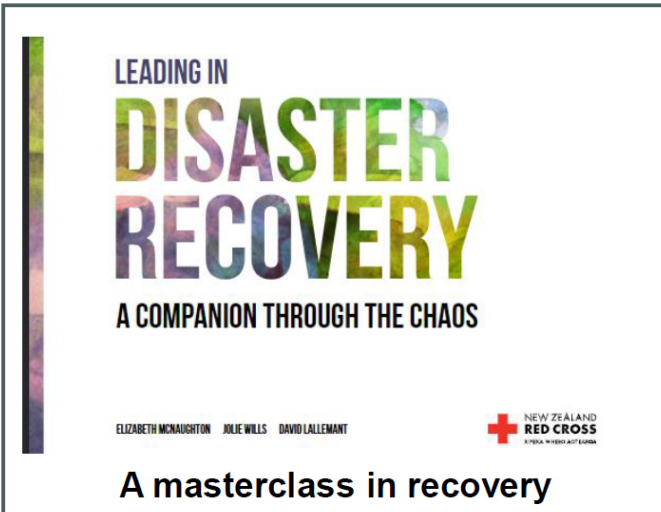
Everyone will experience a disaster differently. However, common patterns tend to emerge. Understanding this is vital to anticipating and responding to the challenges faced by community and those working in disaster recovery.



Original source: Australian Disaster Manual –  
Emergency Management Australia



# Lessons from Recovery in previous disasters



Relationships will be the make it or break it factor

- You need relationships with central government, not regional, with those who will be making the calls
- You can't build relationships in an emergency situation, doing so will hold you back
- People trust you if they know you – community, partners, central government – anyone really

The 'permissions' environment is your next biggest issue

- Sort Governance out so that it can be stood up as soon as an event hits
- Prepare now for what you can do in advance, we know the scenarios, we know broadly what's needed – establish MOUs with providers (in and outside District), other Districts, central government
- Establish funding mechanisms – philanthropic, central government, NGOs, business, community
- You can't do everything, and you'll need to partner with the community to get the job done
- Make Recovery a thing you do, not an after thought

Community-led recovery is most effective

- Partner with community to determine priorities – remember you're delivering on a vision (thrive)
- Build community into your governance mechanisms
- Silos of central government can create additional barriers – coordination and navigation is important for whānau to get what they need



# Lessons from Recovery in previous disasters



**Julian Rewiti, BOP recovery**

Working with the community, not at the community, is key

- Regular, planned, open and transparent engagement is needed
- People are traumatized, facing uncertainty and they need to be empowered to have some control in facing a really different future
- Taking the public on the journey – no surprises approach, and accepting their help
- Utilise Elected members to have a leadership role in key areas

External funding is not a guarantee

- Localised events will most likely need to be managed within existing resources
- Regional events are becoming more frequent and may challenge even government budgets, it is likely we will be expected to cover significant cost in some cases
- If central government does step in, expect a request for forecast budget for the next 10 years within the first 2 weeks of recovery period kicking in
- Not everyone is insured – under insurance, lack of insurance, and slow insurance payouts has caused havoc in medium to major events

Building back is may not be possible – it might be starting over

- Recovery takes time - it's a longhaul game, weeks – months for even more isolated events and years for more significant events
- Some things may change permanently (for better or worse)
- Other districts have worked with philanthropic entities to rebuild homes for those underinsured or with no insurance
- In big events, complete reset of spatial planning has been needed – this means policy, district planning, and others are in the forefront of redesign



Greater Christchurch Group

Whole of Government Report

Lessons from the Canterbury earthquake  
sequence

**Benecia Smith, DPMC recovery**

# Advice from leaders in disaster recovery around the globe

1.

## HAVING A NOBLE PURPOSE

people are the purpose

2.

## BEING ETHICAL

it takes courage to do the right thing

3.

## BEING INTENTIONAL

hope is not a method

4.

## MAKING DECISIONS

perfect is the enemy of the good

5.

## KEEPING PERSPECTIVE

seek wise counsel

6.

## LEADING WITH EMPATHY

it's about real connection

7.

## BEING INNOVATIVE

because you have to

8.

## SUPPORTING THE TEAM

people ... not human resources

9.

## PRIORITISING SELF-CARE

to be effective

*“Bureaucrats talked about community engagement but decisions were foregone conclusions and consultation tokenistic. It felt like being offered the option of having a lobotomy or moving to another country. Which to choose?”*

- Anonymous, Victoria, Australia

*Source: Leading in disaster recovery a companion through the chaos report.*

# Getting practical about Recovery in the short-term

Known needs	Challenge	Practical short-term actions for consideration in Kāpiti
Access to Housing	Some people will not have homes, need to rebuild or await insurance if they have it.	<ul style="list-style-type: none"> <li>Identify 'safe' space to build tiny home community that could be used for recovery purposes. When not needed, could be used for tourism and as student housing. Rent would cover operating costs associated with this venture.</li> </ul>
Access to power and communication	Many people will be without these in some scenarios, for a lengthy period of time.	<ul style="list-style-type: none"> <li>MOU with power company around recovery priorities and targets; and agreement around redundancy measures.</li> <li>Starlink made available to whole District.</li> </ul>
Welfare support	Cash is King – but many people won't have access to their money. Support for basics will be needed.	<ul style="list-style-type: none"> <li>MOU with MSD to identify support packages for scenarios.</li> <li>Engage philanthropic and NGOs on support for people without insurance or who are underinsured. May look to work with providers on a rebuild package for these situations.</li> </ul>
Business continuity	Business premise unable to open. Product dependent sources disrupted.	<ul style="list-style-type: none"> <li>Work with business community to land recovery approach, including standing up 'container village' in agreed areas.</li> <li>In the short term, we would utilise container villages (on wheels) for markets and other events.</li> <li>Engage with key transport providers on prioritising product sourcing to District through alternate routes.</li> </ul>
Access to food and water supplies	People are not able to eat or drink local produce/water.	<ul style="list-style-type: none"> <li>MOU with providers for longer term requirements.</li> <li>Agreement with water entities on rebuild approach, if needed.</li> </ul>
Roading and transport routes	Roading is out; and needs significant repair.	<ul style="list-style-type: none"> <li>Agree priority routes that will be repaired first.</li> <li>Identify routes which community can support clearing, if safe to do.</li> </ul>
Access to psychological support	These events are traumatising, people feel they have lost control.	<ul style="list-style-type: none"> <li>Source via MOU a psychological support provider for short and longer-term use across District.</li> <li>Coordinate NGO response for longer-term.</li> </ul>
Community connection	Some people will be isolated.	<ul style="list-style-type: none"> <li>MOU for setting up container-based community hub with providers and service providers. One stop shop for help.</li> <li>In the short term, we would utilise container villages (on wheels) for markets and other events.</li> </ul>

# What's already underway

- Reviewing our existing Recovery Plan, to incorporate broader scenarios than COVID-19.
- Clarifying our role in Recovery with WREMO, and agreement by our Chief Executive to stand up a 'virtual Recovery programme office' and to appoint dedicated staff to progress Recovery work.
- "Masterclasses" in Disaster Recovery with lead NGOs.
- Training and courses via WREMO and NEMA, and learning about what works from previous disasters such as Cyclone Gabrielle. Engaged with Wellington Region Councils, and meeting regularly to plan together.
- Involvement in 2x emergency management exercises; and the first Council to have dedicated recovery staff attend exercises in 2023.
- Establishing documentation and process to incorporate a recovery focus into Emergency Management process with WREMO.
- Briefing with Councillors on Recovery - 'cards of calamity' to better understand a community perspective of what's important for Recovery
- Appointment of two additional staff to progress Recovery work. Regular engagement between Controller/s, Recovery Manager, and Emergency Management Advisor.
- Initial discussions with community leaders, government, and key groups (incl Chamber of Commerce).

# Who we are learning from

- Dan Neely and Scott Dray - WREMO
- Elizabeth McNaughton – international recovery expert red cross Australia/Japan
- Benesia Smith – DPMC, Former Lead of the Canterbury Earthquake Recovery Policy Team
- Benita Tahuri - Recovery manager for Wairoa post Cyclone Gabrielle
- Australian Government – perspective on recovery floods and fires

# Proposed principles for our Recovery programme

Recovery Managers and other experts suggest these as a starter:

- Locally-led and supported recovery (this is not a “Council-led” thing)
- No community left behind (needs of many, don’t outweigh the few)
- Assume good intentions (act with kindness and patience)
- Community priorities must underpin ‘rebuilding’
- Community is part of the solution (be clear on what community can do rather than holding them back)
- Support local economy (use local businesses)
- Be transparent (Keep communicating, even if you don’t have answers)
- Balance health and safety risks (consider the risk of doing / not doing, and impact for the community)

# Next: Kāpiti and WREMO – a pilot Recovery approach

Council and community	Systems	Partnerships	Plans and procedures
<b>Phase one: 31 December 2024</b>			
<ul style="list-style-type: none"> <li>✓ Recovery function and 'Virtual Programme Office' endorsed by Chief Executive.</li> <li>✓ Establish roles, JDs and training for Recovery.</li> <li>• Develop a Recovery specific Health &amp; Safety (H&amp;S) Policy.</li> <li>• Create a H&amp;S induction pack.</li> <li>✓ Establish regular engagement between Controller, Recovery Manager and Emergency Management advisor.</li> </ul>	<ul style="list-style-type: none"> <li>• Determine how the Recovery Office will operate in different scenarios.</li> <li>• Design Recovery Office platform.</li> <li>✓ Learn from others about how they are attracting philanthropic funding.</li> <li>• Initiate establishment of a Trust for Recovery purposes, including philanthropic funding.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Initiate discussions with existing local groups about Recovery.</li> <li>• Establish governance structure, leaning into existing forums to bring community presence into pre-planning.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop Recovery 'Virtual Programme Office' guide, Tactical Tools – Guides, Templates &amp; Factsheets.</li> <li>• Review of the Recovery Operations Guide.</li> <li>• PDRP Project.</li> <li>• Recovery Capability Development Project.</li> </ul>
<b>Phase two: 30 June 2025</b>			
<ul style="list-style-type: none"> <li>• Develop function specific folders containing:               <ul style="list-style-type: none"> <li>• Summary of role, responsibilities and initial tasks.</li> <li>• Templates &amp; forms.</li> <li>• Training pathway.</li> </ul> </li> <li>• Plan for managing and monitoring the health and safety of Recovery function staff.</li> </ul>	<ul style="list-style-type: none"> <li>• Explore funding and management alternative options and philanthropic opportunities.</li> <li>• Develop Recovery dashboard.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop &amp; implement engagement programme with sector group agencies.</li> <li>• Collaborate with iwi on recovery planning.</li> <li>• Identify agencies that will contribute to wellbeing navigator services.</li> </ul>	<ul style="list-style-type: none"> <li>• Define Local &amp; Regional Recovery Governance Structures.</li> <li>• Develop Recovery Office Activation Plan</li> </ul>
<b>Phase three: 31 December 2025</b>			
<ul style="list-style-type: none"> <li>• Creating opportunities for closer collaboration between the Controller, Recovery Manager and Emergency Management advisor.</li> <li>• Plan for staff exiting Recovery 'desks', including debrief guide &amp; template.</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-identify Recovery Assistance Centre Locations.</li> </ul>	<ul style="list-style-type: none"> <li>• Establish a recovery navigator service framework.</li> </ul>	<ul style="list-style-type: none"> <li>• Complete local level Recovery plan and guide to activate in post-response phase.</li> <li>• Recovery considerations incorporated into BAU project plans.</li> </ul>