



# SOUTHLAND

## Group Recovery Plan

# Introduction

## 1.1 Purpose and plan overview

The purpose of this Recovery Plan is to enable effective and efficient management of the Recovery process in Southland during, transitioning and recovering from an emergency response. This planning involves coordinated efforts and processes to ensure the immediate, medium and long-term ability of a community to recover and minimise impacts for individuals, families, whanau and communities.

This plan outlines our vision, goals and objectives for Recovery planning in Southland and provides a framework for how we will:

- Plan for a Southland Group Recovery Office
- Develop an understanding of the requirements for the transition from response to recovery
- Encourage strong working relationships with councils, businesses and communities
- Provide planning around the six recovery environments

The Southland Recovery Plan has been developed to support the Southland Group Plan and works alongside planning undertaken by the four Southland councils.

The Southland Civil Defence Emergency Management Group vision is for “Safer, strong communities understanding and managing their hazards”. The goal of recovery planning in Southland is to ensure that these communities are supported and empowered to recover in an effective and timely way which meets the on-going needs of those in that community. In this plan the term “communities” refers to residents, businesses, agencies and councils.

## 1.2 Principles

There are several principles which guide recovery planning in Southland. These include the ability to:

- Embed recovery within reduction and readiness and understand that it occurs alongside response
- Recognise that recovery is a complex social process which is most effective when it is community driven and communities are partners in the decision-making process
- Develop planning which is transparent, practical and accessible
- Understand that recovery provides opportunities for communities to rebuild in a way which will reduce vulnerability to future emergencies

## 1.3 Context

The boundaries of the Southland CDEM Group are outlined in detail in the Southland Group Plan and include the geographic boundaries of the four councils in the region (Environment Southland, Gore District Council, Invercargill City Council and Southland District Council). Emergency Management Southland (EMS) delivers Civil Defence services on behalf of these four councils.

The large geographic area of Southland includes numerous sparsely populated towns and settlements, with over half the region’s population located in Invercargill City. Any recovery planning in region needs to take into consideration the different values, needs and culture of each of these communities.

Southland also includes the iconic international tourist destination of Milford Sound, with annual visitor numbers of close to one million. Along with other tourist areas in the region, consideration needs to be given to the specific recovery needs of these tourism dependant economies.



Southland has an increasing ethnically diverse population due to growing international student numbers and employment options in the region.

We work alongside and partner with tertiary providers and employers in the province to understand any specific recovery needs of these populations

## 1.4 Recovery Phases

Recovery in the CDEM sense is the process which enables communities to as quickly as possible restore their quality of life so they can continue functioning as part of the wider community. The timeline for recovery is dependent on several factors including the extent of the impact and the capacity and resourcing available to help that community. The timeline for recovery is often broken down as follows:

- Short term recovery – the days and weeks directly following the impact. This phase focuses on assessing the scope of the damage, addressing health and safety needs, restoring basic infrastructure and services, activating recovery processes, mobilising resources and communicating with communities
- Medium term recovery – the weeks and months following an impact. This phase often involves returning individuals, families, critical infrastructure and essential government and commercial operations to a more functional state
- Long term recovery – can last for months but more often years following an impact. This stage involves a possible complete redevelopment and revitalisation of an impacted area. This may include rebuilding or relocating damaged or destroyed social, economic, natural, cultural, built, and rural environments.

## 1.5. Intended Audience

The intended audience for this plan is:

- Joint Committee (JC)
- Coordinating Executive Group (CEG)
- Operational Sub Committee (OSC)
- Council Managers
- Emergency Coordination Centre (ECC) staff
- Southland stakeholders and community members

## 1.6 Relevant Key Documents

- Southland CDEM Group Plan – link to plan
- The Southland Group Welfare Plan - link Plan
- National CDEM Plan 2015 – link to plan
- The Civil Defence and Emergency Management Act (CDEM Act 2002) link to Act
- The Civil Defence and Emergency Management Amendment Act 2016 link to Act
- Resource Management Act (1991) – link to Act
- Local Government Act (2002) – link to Act
- Recovery Management: Directors Guideline for CDEM Groups [DGL 4/50] – link to DGL
- National Disaster Resilience Strategy 2019

## 1.7 Duration of plan and review

This plan will be effective following approval of the Southland Joint Committee. This plan is subject to review in five years or following the review of the Southland CDEM Group Plan. However, amendments may be made following a significant emergency event, exercise or as a result of changes in legislation or in the direction of national recovery planning.

## 2 CDEM recovery governance and structure

Nationally CDEM recovery delivery consists of three levels of coordination and management: national, regional and local. Southland is shared service of the four councils and the Southland Joint Agreement provides the framework for the structure of Civil Defence delivery in Southland. The Agreement specifies that during a Response there will be coordination from a Group level across the region. This structure will also be used during Recovery; however, we recognise the need for local Recovery Managers in certain circumstances.

### 2.1 National recovery coordination

Support, advice, monitoring and reporting at a national level will be delivered by operational teams within the Ministry of Civil Defence & Emergency Management. The Director Civil Defence and Emergency Management may delegate a National Recovery Manager, and where necessary, establish a National Recovery Office.

### 2.2 Southland Roles and responsibilities

During readiness, the work undertaken to develop strategic recovery planning is undertaken by Emergency Management Southland as specified in section 4 of this Plan.

#### Group Recovery Managers

Southland has a Group Controller and several alternates who are senior managers from each of the councils. With the adoption of this plan, the Controllers will also be appointed powers as Group Recovery Managers. During response one of these Group Recovery Managers will assume responsibility for the transition to Recovery. Depending on the scenario and location of the emergency a suitable person will be identified to act as a Local Recovery Manager. Any necessary powers will be delegated to this person.

#### Roles and responsibilities of the Group recovery team

- undertake a Regional Recovery Needs Assessment during response to determine the most appropriate recovery arrangements to transition and move to recovery, dependant on the scale, and diversity of recovery issues.
- work alongside the controller to oversee the planning, prioritisation, transition to and coordination of recovery activities, manage and ensure the adequate staffing of the Southland Recovery Office
- identify and procure resources to support recovery processes
- coordinate and liaise with the relevant task groups developed in readiness to establish work plans for the affected recovery environments
- report to relevant stakeholders on short, long and medium impacts of the emergency on a community and on identified emerging issues
- determine recovery indicators which can used to measure progress towards or achievement of recovery outcomes

#### Local Recovery Managers

In a large event with multiple recovery needs in varied geographic areas, Local Recovery Managers may be appointed to manage specific local recovery needs. In a small isolated event, a Local Recovery Manager may be appointed to manage the recovery on behalf of the territorial authority affected. Local Recovery Managers will report to the Group Recovery Manager in a region wide event, or the local council Chief Executive if it's a local event.

#### Roles and Responsibilities of the Local Recovery Manager

- acts as a link between an individual council and the Group Recovery Manager
- can provide localised knowledge and insight into historical issues
- provides understanding into council policies and procedures if necessary



### 2.3 Emergency Management Southland Recovery workplan

An annual work plan provides direction for recovery planning in Southland. This work plan is developed in consultation with the Group Manager and discussions with the four councils in Southland. This forms the basis of what is reported to CEG regarding recovery planning in the region. Outcomes from the work plan are detailed in subsequent sections but include:

- identifying staff suitable for the Group Recovery team
- ensuring financial arrangements are in place and fit for purpose
- developing planning processes around the Group Recovery Office
- developing a framework for the six recovery environments and identify key stakeholders and service delivery organisations within each of the environments
- work with businesses, agencies and community members to encourage readiness in the region
- help businesses, agencies and councils undertake business continuity planning

## 3. Planning for Recovery in Readiness

### 3.1 Recovery Office development

By having procedures in place prior to an emergency, recovery planning during the emergency will have a structure and processes in place. Considerations need to be given to:

- staffing
- resources which may be required
- potential locations for the recovery office
- the development and planning for processes around transition notices, delegations and powers during recovery
- the establishment of robust reporting structures
- liaison with task groups which support the six recovery environments

#### 3.1.1 Recovery support services

There are four organisational support functions needed to assist the Recovery Office and these will continue from response into recovery, they are

- Planning, information management and monitoring
- Communications and community engagement
- Financing, resource allocation and logistics
- Innovation and risk reduction

These support services

- help align the goals and strategies of the different Recovery Environments
- prioritise and adequately resource the demand of each of the six environments

### 3.2 Community engagement - building resilience for recovery

Southland has prioritised community engagement as a work stream to support the development of planning which meets the needs of each community in the region. However, it is important to recognise how a community defines itself, for example geographically, by interest, religious or cultural beliefs. Understanding communities pre-event will help in post-event management to establish critical priorities and objectives for the recovery process.

#### Working with communities

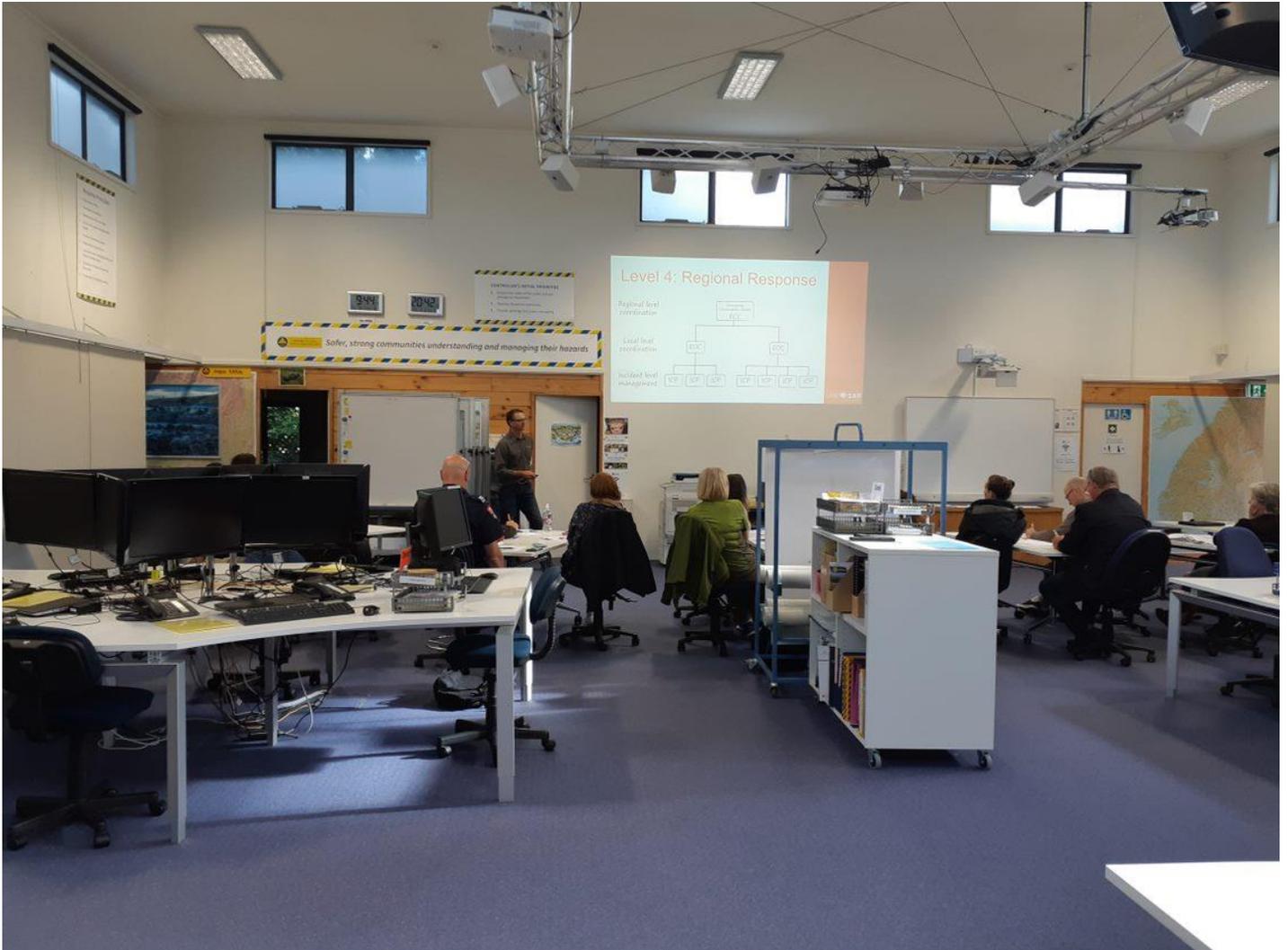
Decisions about what is important to a community need to be led and driven by that community. Working with communities' pre-event involves:

- Developing relationships with leaders in each community to help identify those who can bring a community together post event
- Considering and understanding the impacts of any damage for a community

#### BCP's for businesses, agencies and councils

Ensuring councils and businesses have appropriate planning in place to ensure they can function throughout the recovery phases includes;

- Undertaking public education to promote the need for BCP's
- Assisting councils and businesses understand what is important for their organisation to consider in BCP's
- Ensuring key services can be delivered during response and recovery



## Community agencies and organisations

Community and non-government organisations are vital in ensuring communities are supported during the response and recovery phases. Mapping what services are available in Southland and how they interact will support the recovery process by

- Allowing early identification of any missing areas of recovery capacity
- Ensuring any identified vulnerable populations have early access to intervention
- Enabling another path for community to be involved in the recovery process

## 4. Transition from Response to Recovery

### Planning for recovery during response

Planning for recovery begins during the response phase of an emergency. During response the Group Recovery Manager is responsible for determining the structure, activation of and scope of the recovery office depending on the impacts from the event on communities. The Southland CDEM Group has adopted the same approval process for issuing a transition notice as declaring a state of emergency.

#### 4.1 Transition authorisation

Section 25 of the Civil Defence Emergency Management Amendment Act (2016) states that a Civil Defence Emergency Management Group must

- Appoint at least one person authorised to give notice of a local transition period
- This person must be chosen from representatives of the members of the Group
- The Mayor, or elected members of the territorial authority, designated to act on behalf of the mayor, if the mayor is absent may give notice of a transition period
- The transition notice may apply the entire region or specifically affected areas within the region
- The person authorised should discuss giving notice with the Group Controller, Group Recovery Manager/Local Recovery Manager, Regional Emergency Management Advisor, Councils, Emergency Service Partners and agencies.

#### 4.2 Considerations before giving notice of transition

The legal test before giving notice includes the following:

- It must appear to the person giving the notice that a transition period is required
- A notice must be 'in the public interest' and 'necessary or desirable to ensure a timely and effective recovery'
- Must have regard to the area, district or wards affected and whether the focus is moving from response to recovery and whether a state of emergency is about to expire or be terminated
- If no state of emergency has been declared, approval from the Minister of Civil Defence is required to issue a notice of local transition

- There is the option (similar to declaring a local state of emergency) of a notice of a local recovery transition period covering areas not directly affected by an emergency.

The person authorised to give notice of a local transition period must have regard to the following legislative requirements:

- The geographic area to be contained in the notice
- Is it time to move from response to recovery?

They may also consider

- The scope of the powers which are included in the transition notice

#### 4.3 Powers under the transition notice

Under the Act the Group Recovery Manager, not the CDEM Group has access to the powers in section 5B of the Civil Defence Emergency Management Amendment Act (2016). Powers can only be used if the Group Recovery Manager believes the action is

- In the public interest
- Necessary and desirable to ensure a timely and effective recovery and proportionate in the circumstances

##### 4.3.1 Powers in transition include

- General powers – to carry out or require to be carried out: works, clearing of roads/public places, examining and marking, making safe structures and materials
- Providing for conservation and supply of food, fuel and other essential supplies and disseminating information and advice
- Power to require information
- Power to direct evacuation of premises and places
- Entry on premises and places
- Power to close roads and public places
- Power to give direction

#### 4.4 Reporting requirements

Unlike a state of emergency there are specific reporting requirements if any power is used during transition periods, including;

- A written report from the Recovery Manager to the Director of CDEM and a copy to the CDEM Group within seven days of the transition period ending
- Detail on powers used, by who and reason for the use
- Making the report public – CDEM Groups must put the report on their website

#### 4.5 Funding and cost recovery

- For events in Southland, applications for financial resources can be made to the Southland Mayoral Relief fund which is administered by Southland Mayoral Forum through a preestablished Trust Deed
- There's no provision for welfare cost recovery under the Civil Defence and Emergency Management Act (2002). However government agencies and departments have access to emergency financial allocations



## 5. The Recovery Environments in Southland

Six Recovery Environments (as listed below) have been identified in the Southland region.

Built	Economic	Natural	Social	Rural	Cultural
Residential housing	Individual	Natural resources	Safety and wellbeing	Connecting communities	Tikanga / Cultural practices
Commercial and industrial property	Business and industry including tourism	Implications for Tourism	Public health	Reestablishment of BAU farming practices	Culturally significant sites and facilities
Public buildings and assets	Central and Local Government	Waste pollution	Community driven	Sector led and driven	Historic buildings
Lifeline utilities	Infrastructure	Biodiversity and ecosystems			Taonga, artefacts and historical records

### Task Groups

Task Groups are agencies, government departments and local organisations who naturally align with one of the recovery environments. These may be pre-existing networks or working parties. The role of these groups is to assist with coordinating tasks and rebuilding community confidence in recovery. Emergency Management Southland is responsible for establishing task groups where none already exist and working with them during readiness.

#### Built Environment

The built environment includes identification and understanding of risk associated with critically important built assets, infrastructure, lifelines and resources including strategically important national and regional assets.

Identification of community needs is vital and include what need is being met from this asset, what the consequences to the community if the asset is lost and is there an existing alternative asset.

#### Task group membership includes:

Councils, iwi, lifeline utilities, transport operators, building developers and owners, engineers and the insurance sector

#### Social Environment

The diverse needs and make up of communities need to be considered in recovery planning. The needs of rural communities will differ to urban areas, socio-economic factors will impact on a community's recovery, as will cultural influences.

Community connections and networks may be severely affected, social activities disrupted, and psychosocial consequences will result if connections to services and support are affected short, medium and long-term.

Issues affecting other Recovery Environments will impact on the social environment and collective social consequences need to be considered.

## Economic Environment

The economic environment includes understanding what is essential for maintaining incomes, businesses, primary production and industry.

Considerations must be made for the immediate, medium and long-term consequences for the community if critical assets or resources are lost or disrupted.

The value of tourism in the region has led to it being included in both the Economic and Natural Environments.

### Task group membership includes:

Businesses, iwi, Southland Regional Development Agency, rural support agencies

## Natural Environment

In understanding the consequences to the natural environment, the impacts of the emergency itself need to be considered, alongside the damage that could be caused from any recovery activity ie rebuilding or cleaning up.

### Task group membership includes:

Department of Conservation, iwi, local council parks teams, tourism operators, industry, natural hazards experts and researchers.

### Task group membership includes:

SDHB, iwi, education providers, not for profit agencies, government agencies, housing providers,

## Rural Environment

The importance of the rural community both economically and socially in Southland has led to the inclusion of the Rural Environment.

Considerations need to be given to the role of industry in the supporting the sector. The effects on lifestyle block owners and those living in rural communities who are not involved in the primary sector need to be included.

### Task group membership includes:

Industry, iwi, Rural Support Trust, members of the rural community, suppliers, and lifeline providers.

## Cultural Environment

The cultural environment includes iwi, religious affiliation, heritage and ethnicity.

Considerations must be made for the needs of people from diverse cultural backgrounds.

The effects of the loss of important taonga, spiritually and culturally valuable sites and historical information and records must be included in planning for recovery.

### Task group membership includes:

Iwi, representatives from CALD communities, local historians, Councils and relevant agencies.

## 6. Monitoring and evaluation

Ongoing monitoring and reporting is essential in ensuring recovery arrangements and planning activities remain fit for purpose.

### 6.2 Monitoring Activities

➤ **Workplan**

Recovery planning activities for Emergency Management Southland will be guided by an annual workplan, which will be reported on to CEG at each meeting and annually to the Joint Committee.

➤ **Evaluation**

The plan will be regularly evaluated to ensure it remains in line with legislation. The plan will be evaluated annually or as directed by the Group Manager.

➤ **Revisions**

Minor amendments to this plan may be made at the direction of the Emergency Management Southland Group Manager.

Significant changes must be approved by CEG or Joint Committee.