Draft

Pathways to Preparedness:

A Planning Framework for Recovery

February 2019

Introduction

How Auckland might recover from a disaster[1] is important.

Pathways to Preparedness: A Planning Framework for Recovery (the Framework) sets the scene for recovery, provides direction based on community values and principles, outlines our approach to recovery and identifies actions to build momentum on improving our preparedness to recover from a disaster.

A detailed recovery work programme will be developed to deliver on these actions across Auckland Council group and with our partners.

The process we followed

In the wake of lessons learned from Christchurch's unanticipated, catastrophic earthquakes the Civil Defence Emergency Management Act 2002 was amended to make greater provision for recovery. Among other things, the amendments require strategic planning to be undertaken to prepare for recovery before disaster strikes. The Ministry of Civil Defence and Emergency Management issued guidelines stepping out how this can best be done.

We followed this process to:

- identify an initial set of community values and priorities to inform our planning.

- set our recovery vision

- anticipate the consequences and opportunities of Auckland's hazards and risks

- focus on building capacity and capability; and addressing barriers to recovery

- identify actions to build momentum.

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[1] 'Disaster' in the Recovery Framework is defined as an emergency (under section 4 of the Civil Defence Emergency Management Act 2002) event that requires a recovery.
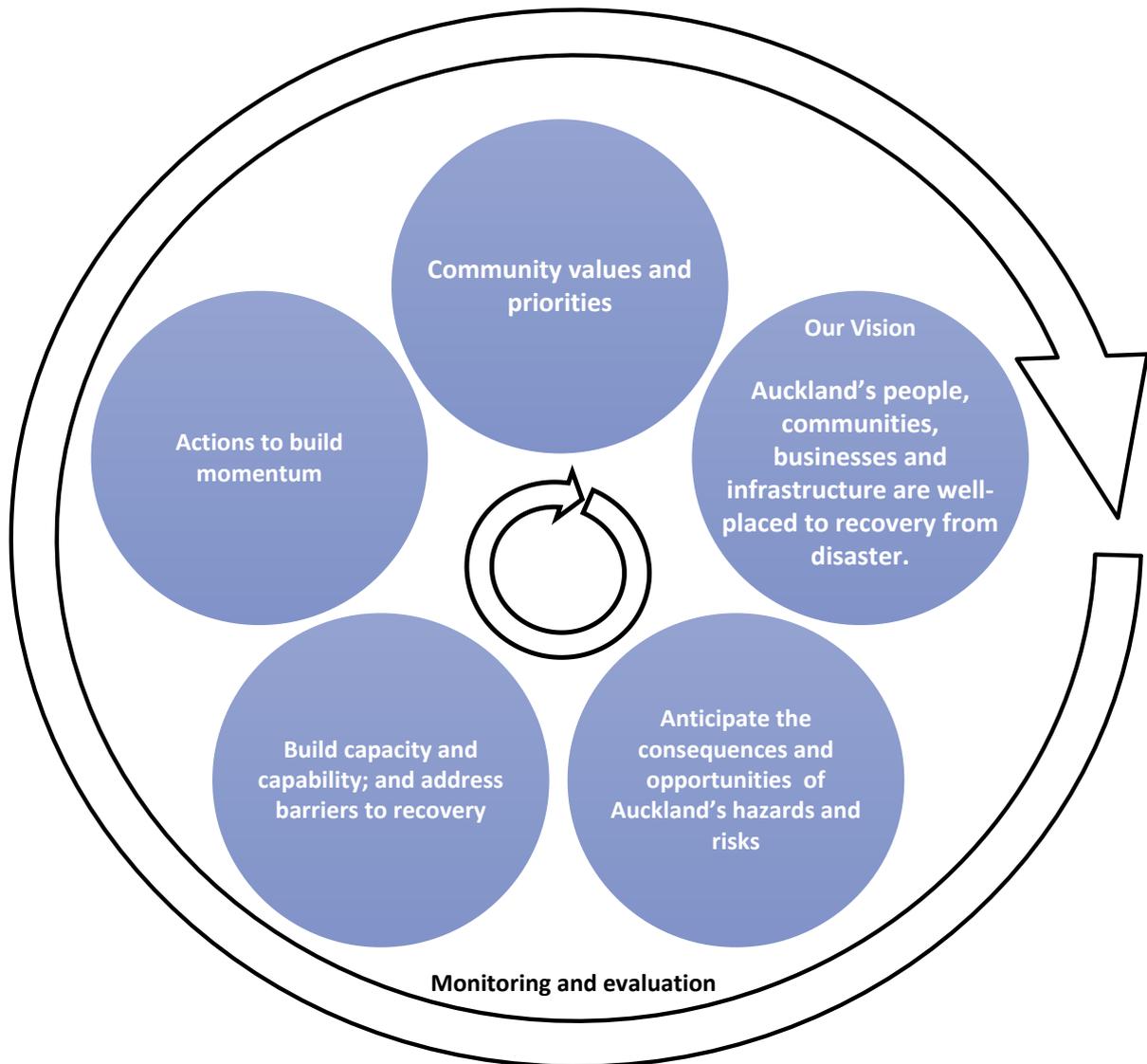
Community values and priorities

Our Vision

Auckland's people, communities, businesses and infrastructure are well-placed to recovery from disaster.

Actions to build momentum

Build capacity and capability; and address barriers to recovery

Anticipate the consequences and opportunities of Auckland's hazards and risks

Monitoring and evaluation

Figure 1. Pathways to Preparedness

Community Values and Priorities

The Framework takes a community centric approach, recognising the significant challenges confronting all recovery efforts (from relatively localised events to large-scale disasters).

Community wellbeing is the focus of recovery. In the aftermath of a significant event, individuals and communities will want to get things moving back to normality as quickly as possible. They will also want to see how we keep community at the heart of any recovery effort.

Understanding community values and priorities provides guidance on what will be important to communities, as a basis for pre-event planning and preparations for recovery. They indicate preferences for community involvement and the things communities hold dear. For example, decision-making underestimated the value, the people of Christchurch attached to their built heritage, meaning the pace, manner and extent of demolition caused great upset. Through understanding community values and priorities, we are better able to ensure appropriate decision-making and priority setting processes, and opportunities for participation.

Identifying community values and priorities

Auckland Emergency Management has worked with Auckland Council's local boards and Auckland Council's demographic Advisory Panels (Seniors, Ethnic Peoples, Pacific Peoples, Disability, Youth and Rainbow Communities). Our discussions have highlighted some key values and priorities that will be consulted on across Auckland communities.

Strong themes centred on retention of heritage in the natural built and cultural context. The need for local knowledge, leadership, partnerships and voice. Communication and connection was a common theme in the discussions. It was felt that multiple avenues for communicating was a high priority and suggestions for connecting across diversity, hard to reach communities and leveraging traditional and digital media would need to be sought.

The importance of getting key infrastructure such as hospitals, lifelines utilities and social and community infrastructure up and running fast was also identified. Personal safety was also highlighted.

Community Values
Identity, Diversity and Tolerance
Independence, Resilience and Self Reliance
Community, Connection and Culture, Heritage, Amenity
Local Knowledge, Leadership, Partnership and Voice
Community Priorities
Physical and Social Connections, Communication
Enabling Local Input, Lifelines and Key Infrastructure, Economic Recovery
Safety, Health and Personal Wellbeing (including our pets)
Security and Personal Property

Our Recovery Vision

Auckland's people, communities, businesses and infrastructure are well-placed to recovery from a disaster.

Recovery

Recovery means "the coordinated efforts and processes used to bring to about the immediate, medium-term, and long-term holistic regeneration and enhancement of a community following an emergency."[2] Correspondingly, recovery activities deal with the consequences of an emergency. An emergency is when something happens which causes or may cause loss of life or injury, or endangers public safety or property that:

- cannot be dealt with emergency services <u>or</u>
- requires a significant and coordinated response.[3]

The definition of an emergency refers to the likes of earthquakes, tsunami, tornado, plague and floods as well as the leakage or spillage of dangerous substances or failure of or disruption to an emergency service or lifeline utility. For convenience and brevity, we use 'disaster' to mean and emergency event that requires a recovery.

The essential issue of recovery is that; what has been built up over many decades through private and publicly funded development, individual, family and civic effort can be destroyed or damaged all at once, needing to be regenerated within a comparatively short period of time. Resulting disruption to businesses, housing, infrastructure networks, facilities and amenities impact on daily life and living standards, potentially for some time.

Recovery is complex and takes time. Recovery initially faces high levels of uncertainty, as the situation evolves. Time required for recovery to be completed can challenge people's expectations and aspirations. They may feel like their life is on hold.

Preparations for recovery under this Framework aim to respond to and be fit for purpose for any scale of event. For example, depending on its scale, Auckland Council may have to reprioritise its activities to support a recovery.

What does Well-placed mean?

An underlying theme of recovery and its essential problem is complexity. Well-placed means being well prepared.

Lessons have been learnt from recent large events such as the Christchurch earthquakes and Kaikoura earthquakes. Intentionally preparing for recovery rather than leaving matters to chance or orchestrating recovery on the fly, greatly increases the prospects of more effective recovery – that is:

- the early commencement of organised recovery activities

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[2] Civil Defence Emergency Management Act 2002, section 4.
[3] Adapted from definitions in the Civil Defence Emergency Management Act 2002.

- with a clear sense of purpose
- supported by participants and affected communities.

Achieving a successful start to a recovery requires a shared understating of what a recovery is; what needs to be done (at least initially), and access to funding and resources. This in turn requires clear roles and responsibilities supporting cooperation and collaboration across many organisations and people, across many work streams. At a more detailed level it requires:

- clear, well understood processes for the transition to recovery
- assessing people's needs and the damage to buildings and infrastructure
- procuring, allocating and managing resources
- managing the delivery of services and implementation of activities and projects.

Reinstatement, regeneration or enhancement?

Ultimately questions arise as to how ambitious or achievable recovery should be.

'Build Back Better' is a term arising out of the fourth priority for action (of 4) –"Enhancing disaster preparedness for effective response and to build back better in recovery, rehabilitation and reconstruction", of the Sendai Framework for Disaster Risk Reduction endorsed by the United Nations

"Over the years there has been an appreciation that reconstruction is an opportunity to **build back better**. Today recovery is defined as the restoration and improvement of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors,"[4] and is reflected in the definitions for recovery and recovery in the Civil Defence Emergency Act 2002.

What this means in practice can be very difficult. What was lost may not be able to be replaced exactly, the values of assets written down, insurance may only cover what previously existed in its then condition and regulations may impose their own requirements.

Responsible and cost-effective rehabilitation of a community does not guarantee a community will be restored to its original state. However, there may be opportunities to enable communities to improve on previous conditions. Through taking a broad, flexible or innovative view, enhancements may include new behaviours increased personal or community resilience, application or urban design and or universal design principles rather or improved structures or upsized infrastructure.

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[4] UN World Conference on Disaster Risk Reduction, 14-18 March 2015, Sendai, Japan.

Understanding consequences and opportunities

New Zealand and international experience demonstrates the advantages of pre-event planning and preparation over leaving it to chance or having to orchestrate a recovery on the fly.

Pre-event planning and preparation for recovery is supported by analysis of the likely impacts and consequences of emergency events. The potential hazard and its impacts interact with the circumstances existing at the time and in the area the emergency event takes place. Further community values and priorities form part of and inform these circumstances. Understanding the impacts and circumstances, and their interaction in time and place is integral to planning for recovery. Scenario planning and running scenario-based exercises can assist greatly in this area.

This approach helps identify critical factors to an effective recovery, opportunities to improve community resilience and where possible, mitigate existing and identified hazards and risks. Through working with communities, we can prioritise areas of vulnerability while leveraging and supporting continued resilience within recovery.
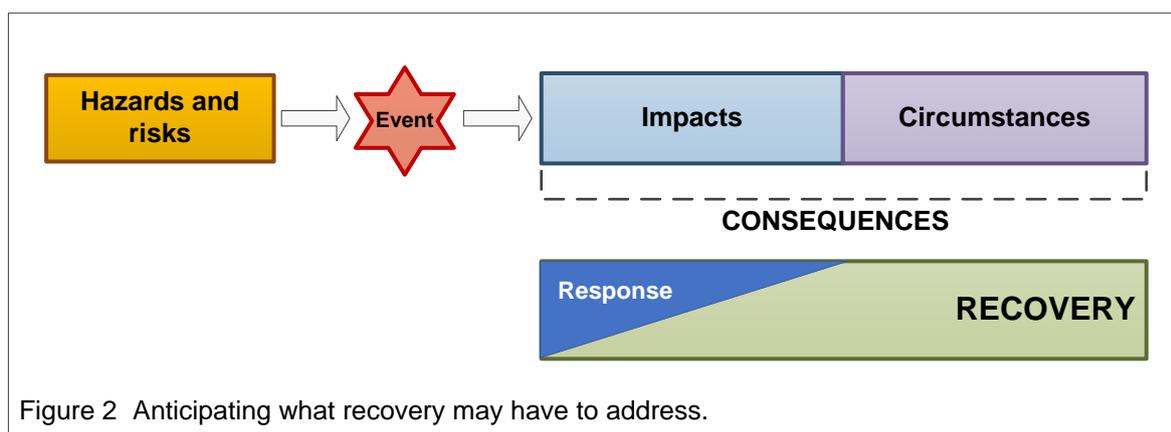

Figure 2 Anticipating what recovery may have to address.

The Auckland CDEM Group's Plan 'Resilient Auckland' identifies several hazards and risks to the Auckland region, including natural events (such as volcanic eruption, severe weather events, tsunami, and coastal inundation) and infrastructure and lifeline utility failures (such as disruption to electricity, water, and transport networks).

When planning for impacts of hazards and risks, consideration needs to be given to the four recovery environments – social, built, economic and natural.

Auckland faces unique challenges - super diversity, rural and urban contexts, housing supply, homelessness, aging infrastructure and high rates of growth and development, which are key considerations for a potential disaster and ongoing recovery effort.

Emergencies and their consequences can be localised, affecting an area within a single local board's boundaries or of wider impact, affecting an area that is part of multiple local boards, or the entire region.

Some emergencies may involve a series of cascading events, each of which may require different, but complimentary recovery activities. For example, a volcanic eruption in the north

of the Auckland Volcanic Field may cause evacuations and damage on the North Shore, but ashfall may progressively damage wastewater treatment networks that eventually leads to region-wide lifeline utility failures. The context of a recovery can be extremely dynamic.

It should be noted however, there are limitations to the extent to which impacts of hazards and circumstances can be fully anticipated. Work to better understand Auckland's hazards and risks and their impacts is part of Auckland Emergency Management's ongoing work programme.

Building capacity and capability, and addressing barriers

Auckland Emergency Management and the Auckland CDEM Group are particularly focused on building capacity and capability for recovery and to addressing barriers that may inhibit or obstruct effective recovery.

The Framework takes a board view to shaping the way we will work in recovery and enabling the work we will do recovery, informed by the community values and priorities.

The way we work – a partnership approach

Auckland Emergency Management and the CDEM Group takes a partnership approach, seeking the best of organic forms, supportive of community action and emerging solutions, and highly structured, institutional / governmental forms to provide coordination and operate at scale. This will enable Auckland Emergency Management, Auckland Council and our partners to deliver a more effective and coordinated recovery informed by community values and priorities.

The partnership approach recognises and respects diversity to ensure recovery is inclusive and provides opportunities for community participation. It is implemented through:

- prioritising the wellbeing of individuals, families and communities and their recovery
- restoring and/or improving the function of infrastructure, structures, physical networks and urban fabric that support communities
- enabling the restoration and/or regeneration of natural environments and their habitats and ecosystems
- supporting the interactions between businesses, business people, employees, resources and assets, and the commerce and trade generated in the economic environment.

The partnership approach identifies scalable, flexible and adaptable coordinating structures, aligned to key roles and responsibilities. It is a mechanism to link local and central government, the private sector and non-government (NGO) and community organisations that play a vital role in recovery. For example – the larger the scale of a recovery the more likely it will orient towards government structures and processes. This raises potential for flexibility, innovation and empowering the recovery of individuals to be unintentionally inhibited.

This approach builds on the work of Auckland's CDEM Group / Auckland Emergency Management across the 5 R's – reduction, readiness, response, recovery and resilience, our focus on communities and strengthening resilience and the strengths of the Auckland Council group and its partners. It provides opportunities for communities of practice to be activated, and guides and champions in the community to play a role informing and supporting the recovery effort assisting their communities.

Building upon existing partnerships the approach will also work across wider groups to embrace new formal and informal partnerships.

The way we work – collaborating across formal and informal partnerships

Auckland Emergency Management provides the specialist roles serving Auckland Council's civil defence function under the Civil Defence Emergency Management Act 2002 and would lead the initial stages of recovery.

The Auckland Civil Defence Emergency Management Group includes Auckland Council (coordinated by Auckland Emergency Management) NZ Police, Fire Emergency NZ, NZDF, MSD, St John, Auckland Health CEG and Lifelines. The Ministry of Civil Defence and Emergency Management supports the Group.

Auckland Council's governing body has delegated responsibility to the Civil Defence Emergency Management Committee as the decision maker for the Group.

Auckland Emergency Management and the CDEM Group works closely and collaboratively with many stakeholders. For example, the Auckland Welfare Coordination Group is made up of 26-member agencies active in response. Many of these emergency services, social and health service and non-governmental organisations will also support recovery.

Auckland Emergency Management engages Auckland Council's local boards across the pre-event recovery work programme and will work closely with local boards when undertaking a recovery in their area or areas.

Auckland Emergency Management will further develop its relationships across the emergency management sector and its communities through the implementation of this Framework. Developing and building relationships with Auckland's iwi and matawaaka is a particular focus and a priority.

The work we do – addressing barriers to recovery

Recovery gives rise to a range of inherent challenges and issues, as multiple activities are delivered simultaneously across workstreams addressing recovery in the natural. social, built and economic environments.

Through the development of this Framework, engagement with the Ministry of Civil Defence Emergency Management, recovery literature and our engagement with our partners we have identified five focus areas to assist in preparing for recovery. They direct activity towards what is crucial to recovery or address barriers to recovery in Auckland. Focusing on effective recovery the five areas seek to ensure:

- capacity and capability is available
- collaboration is supported
- recovery is communicated
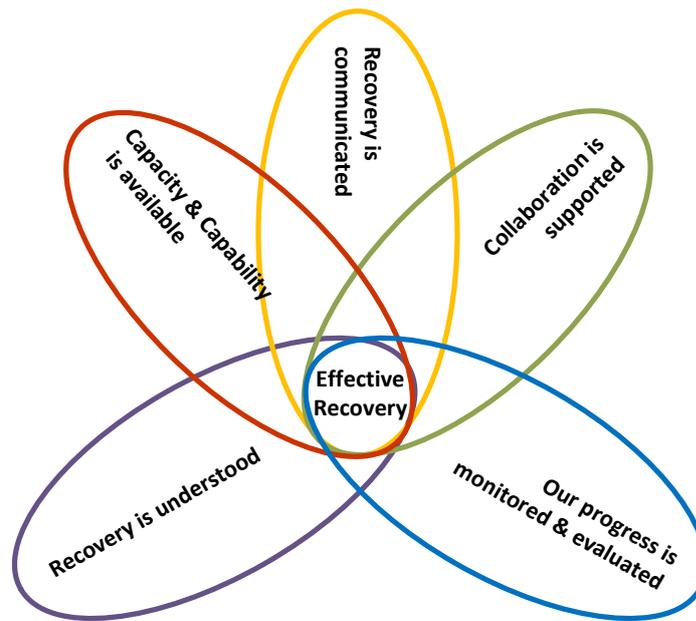- recovery is understood
- monitoring and evaluation.

Figure 3 – Five Focus Areas

It is recognised that effective recovery requires supporting work programmes in addition to implementation of the Framework, such as:

- refining Standard Operating Procedures for recovery
- implementing the readiness work programme of the Incident Management Team
- incorporating and learning from international and New Zealand recovery efforts
- supporting the development of emergency management recovery networks, like the Northern Recovery Managers Group.

Actions to build momentum

The following section outlines high-level, short to medium-term actions. They respond to the set of initial community values and priorities outlined earlier and are directed towards the five focus areas.

They will drive the recovery work programme across the breadth of preparation, relationship building and communication. Delivering on the identified actions will progress us towards achieving the longer-term vision, and that progress will be monitored and evaluated.

Auckland Emergency Management will develop a prioritised work programme to deliver on the identified actions. Our Civil Defence Emergency Management partners will be involved along the way to ensure inter-agency operability is maintained, operational needs are assured and to affirm our shared understanding.

Initially focused within Auckland Emergency Management, a whole-of-council approach to implementing the work programme will involve Auckland Council group first, and then our partners, before expanding outwards engaging additional partners and reaching out into the community.

Recovery is understood	
Opportunities	**Actions**

Auckland's diversity

Auckland hosts a rich and diverse population by age, gender, religion, sexuality, nationality and culture. This is a strength of Auckland while also meaning specific needs might present themselves in a recovery.	Cultivate improved cultural awareness to be able to understand specific concerns, to enable them to be addressed.
Achieving effective recovery will require the flexibility to ensure recovery works for all Aucklanders and their communities.	Access and tap into resources across the Auckland Council group and externally to better communicate and engage.
Communication, understanding recovery, and being able to engage and participate may be challenging for some communities.	Leverage the potential of Auckland Council's demographic Advisory Panels – Seniors, Ethnic Peoples, Pacific Peoples, Disability, Youth and Rainbow Communities.

Building a better understanding of Recovery

Understandably, recovery is not well understood.	Develop a 'Recovery story' supported by key messages and education materials (translated in different languages).
It has a limited profile beyond the CDEM sector and people with personal knowledge.	Leverage opportunities to raise the profile and discuss recovery with new audiences through the CDEM Group, Auckland Council group, partners and communities.
The current level of understanding is a barrier to people's ability to anticipate and prepare in advance of an emergency event.	
Auckland hosts a rich and diverse population by age, gender, religion, sexuality, nationality and culture. This is a strength of Auckland while also meaning specific needs might present themselves in a recovery.	Support Auckland Emergency Management's education and outreach programme across the five R's.
	Cultivate improved cultural awareness to be able to understand specific concerns, to enable them to be addressed.
Achieving effective recovery will require the flexibility to ensure recovery works for all Aucklanders and their communities.	Access and tap into resources across the Auckland Council group and externally to better communicate and engage.
Communication, understanding recovery, and being able to engage and participate may be challenge in some communities.	Leverage the potential of Auckland Council's demographic Advisory Panels – Seniors, Ethnic Peoples, Pacific Peoples, Disability, Youth and Rainbow Communities.

Recovery is communicated	
Opportunities	**Actions**

Managing Expectations

The disruption to daily life and routines can be sudden and significant. Previously routine tasks become complicated and can subject to repeated change.	Clear and consistent communication is critical to maintaining trust in the community.
The level of upset can be exacerbated by ongoing change due to recovery activities or weather changes. Previous plans go on hold.	Strike a balance between ambition and achievability in planning and preparations for recovery / in a recovery.
Change of this magnitude can be disempowering and a source of frustration and distress for many. Everyone is eager to return to something that resembles what was normal before the event, as soon as possible. The nature of the event, its impacts and the scale of the recovery effort required inform the type and extent of recovery efforts required.	Leverage creativity, community spirit and participation in a recovery to promote solutions and assist in the recovery effort.

Capacity and capability is available	
Opportunities	**Actions**

Economy / Local Economy

Disruption can bring business, trade and commerce to a standstill. Orders and commitments may not be met, and employees may have not work. Everybody suffers hardships without cash flow or access to money to access necessities. Disrupted supply lines may need to be restored. Distinctions between rural and urban local economies are also important. For example, seasonal activities may have needs or requirements with potential consequences for production over an extended period.	Investigate opportunities and mechanisms for local sourcing/procurement of goods and services during a recovery.
	Work with Business Associations to encourage uptake of Business Continuity Planning and practices amongst their member businesses.
	Leverage a better understanding of the Auckland's and local economies through engagement with potential Task Group members for the economic environment.
	Leverage opportunities for youth employment
	Understand the implications of seasonal cycles and underlying activities to identify factors which are critical to Auckland's rural economy.

Funding and resources

Replacing capital and social investment, restoring natural ecosystems and regenerating the environments that support social and economic well-being requires significant funding. The commitment of financial and human resources to prioritise recovery activities is also significant. Accessing needed skills and expertise can be additional challenges. Sustaining a recovery, prudent financial management, appropriate project management, while maintaining a focus delivering on the desired outcomes is complex in a pressured environment. Recovery from smaller events can seem disproportionately large, while major and significant events present hurdles that are magnitudes greater. The longer recovery continues the greater the pressure on resources as demand to deliver disrupted projects and work programmes builds. This can pose particular challenges where the event and recovery are limited to a part of the region.	Building shared organisational understanding of what recovery may involve across Auckland Council group. CDEM group, Task Groups, and progressively, with Auckland's communities.
	Sharing of Standard Operating Procedures, plans and recovery documentation as appropriate, and subsequent updates.
	Generate a deeper shared understanding of arrangements regarding the servicing of recovery in respect of financial, information and project management, specialist and expert advice and general administration.
	Understanding the way business units across Auckland Council group deliver their services.
	Raising the profile of recovery arrangements and the understanding of what might be required of service delivery business units and their contractors.
	Identifying key skills, expertise and services contributing to recovery across Auckland Council group and partner organisations.

Māori communities

Recent experience of response and recovery from disasters has benefited from the participation, support and leadership of mana whenua and local iwi at all levels – from delivering services to decision making.	Develop a shared understanding of recovery within Auckland Emergency Management's wider engagement with mana whenua and mataawaka. Build on the opportunities for collaboration to cultivate leadership, participation and outcomes for Māori.

Capacity and capability is available	
Opportunities	**Actions**

Pre-existing issues

Any existing issues at the time of an event will be magnified in their effect and consequence.	Environmental scanning to maintain general awareness of issues and challenges facing Auckland across the four recovery environments.
Housing is under pressure in Auckland, with elevated house prices and rental costs, homelessness and high demand for social housing and refuge. Emergency accommodation will be a challenge in these circumstances.	Maintain engagement with partners and stakeholders and leverage opportunities to gather information and intelligence: • in recovery planning and preparations • through the duration of recovery.
Peoples health conditions, disabilities, or personal circumstances may make them especially vulnerable to sudden change and disruption to their environment.	Access expertise, knowledge available, information and advice through the membership of the task groups established to support recovery after an event (see below).
Transport bottles necks or previously known weakness in a network may have a pronounced effect in a particular event.	

Psychosocial recovery

International and more recent experiences in New Zealand has raised awareness of the way that emergency events can have very different impacts on people.	Ensuring people involved in recovery maintain an awareness of the complexities of psychosocial recovery that individuals may be going though.
Some may be unscathed, and others impacted to varying degrees. Impacts may only become apparent after the passage of time.	Sharing best practice amongst experienced practitioners with and amongst front-line staff.
A person individual circumstances can make it more difficult to cope with ongoing disruption and change, to make decisions and to support others.	Apply case management and debriefing principles.
	Psychosocial first aid training or other for all people in contact roles.
Equally, individual recovery from such impacts takes time and is non-linear or continuous, with many 'ups' and 'downs' possible.	Awareness raising of the psychosocial impacts on responding agencies and staff and the putting in place of support mechanisms.

Capacity and capability is available	
Opportunities	**Actions**

Task Groups

Task Groups are established to provide advice and assistance for each of the natural, social, built and economic environments. Each Task Group has a Terms of Reference, setting out its functions, roles and responsibilities. Task Groups may also comprise sub-task groups. Potential members are practitioners, experts or leaders in their field whose knowledge would benefit a recovery. They are generally busy people, which can be a barrier to maintaining Task Groups, keeping informed and abreast of best practice in recovery. Further, the membership of Task Groups needs to reflect the nature and scale of the of the task for each event.	Establishing a 'pool' of potential Task Group members to ensure readiness and the ability to scale a recovery proportionate to the nature of the disaster. The pool for each recovery environment may be comprised of both: • a **core** membership comprised of people within the wider Auckland Council group / emergency sector • a **wider** membership of people who might only be called upon if the event demands it. Core members would be more involved with up to 4 meetings/exercises a year. Wider group members would be less involved, though steps taken to ensure relationships and awareness is maintained.
The intensity and pressure of a response is very demanding. People in lead roles in response can be expected to be exhausted. Although the same agencies may have lead roles/key roles, they will need to identify specific staffing to support the recovery effort.	Explore the current capacity and capability for recovery within participating agencies.
	Explore potential arrangements they may operate in a recovery and their staffing.
	Ensure key staff in the recovery are different from key staff in response.
	Train staff for recovery as required. (potentially based on common arrangements).

Collaboration is supported	
Opportunities	**Actions**

Collaboration	
Effective recovery requires high levels of coordination and collaboration, with everyone actively participating. Achieving this level of collaboration is supported by: • strong institutional and personal relationships • clear roles and responsibilities • a shared understanding of what is to be achieved in a recovery • effective support systems and communication.	Develop guidelines setting out the process, considerations, information/intelligence required and potential sources to assist in considering whether a recovery process needs to be activated - incorporate key elements into Standard Operating Procedures, with thresholds.
	Share Standard Operating Procedures, plans and recovery documentation (and subsequent updates) with partners as appropriate.
	Build and maintain institutional and personal relationships amongst key agencies.
	Clarifying agreed roles and responsibilities amongst leading partners and key agencies.
	Formalise arrangements, roles, responsibilities in key areas through developing protocols, memorandum of understanding or similar. (Key areas = support delivery of a critical service or critical resources or arrangements important in every recovery)

Our progress is monitored and evaluated	
Opportunities	**Actions**

Monitoring and evaluation

The response to, and recovery from an event are frequently reviewed to identify what went well/not so well and improvements to future practice. Monitoring and evaluation are integral to programme management and the development of best practice. Levels of disruption or distance from previous norms are readily identifiable from common high-level metrics, such as regional GDP or the unemployment rate. Comparisons of these types of metrics (when available) lend themselves to debates on the progress or success of recovery from a significant event. These types of metrics are important and produced methodically by agencies external a recovery. More particularly, indicators need to be identified to be able to track progress towards fulfilling the vision and objectives for recovery. Similarly, indicators are required to provide information on the extent to which the principles are being applied. Indicators are also required to track progress on the tasks/actions identified in Recovery Action Plans, formulated after an event.	Development of a monitoring and evaluation framework for recovery able to be applied to: • provide insight into the relevance of high-level independent metrics • track the extent of progress towards achievement of the Framework 's vision for recovery • progress towards completing items on the recovery work programme (generated from the Framework 's actions) • provide insight into the overall efficacy pre-event planning and preparations for recovery • track progress towards the completion of actions and tasks under a Recovery Action Plan formulated for the recovery from an emergency event • provide insight into the overall efficacy of actions and tasks under a Recovery Action Plan formulated to address the consequences in a disaster.