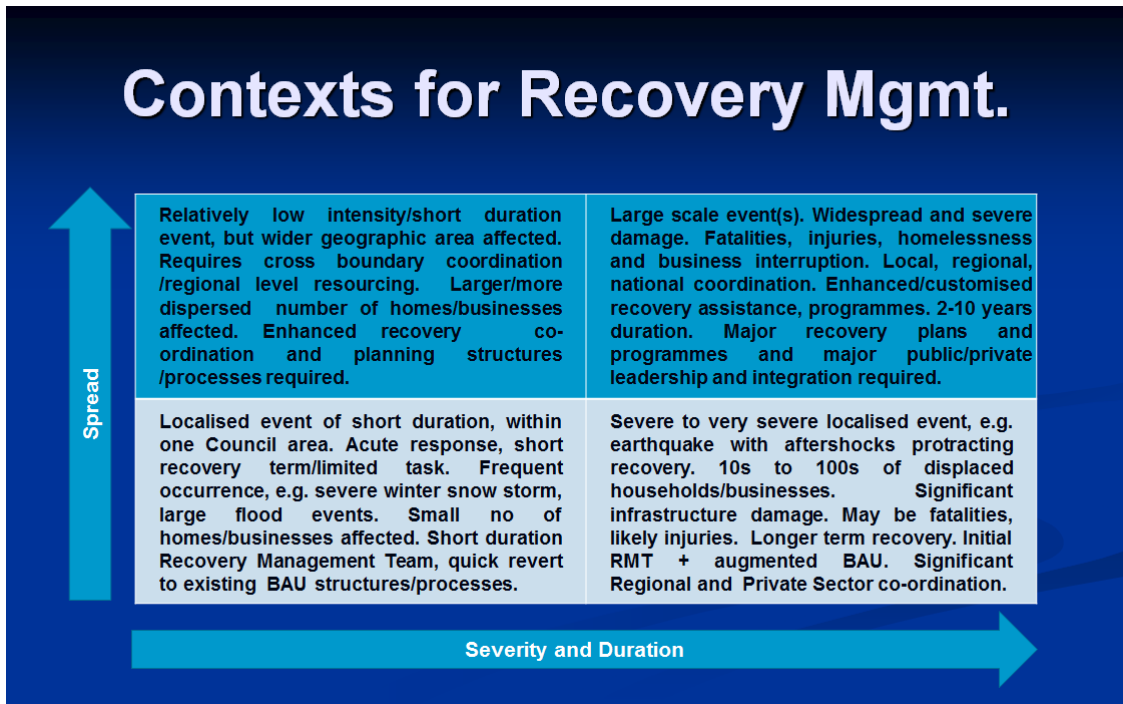


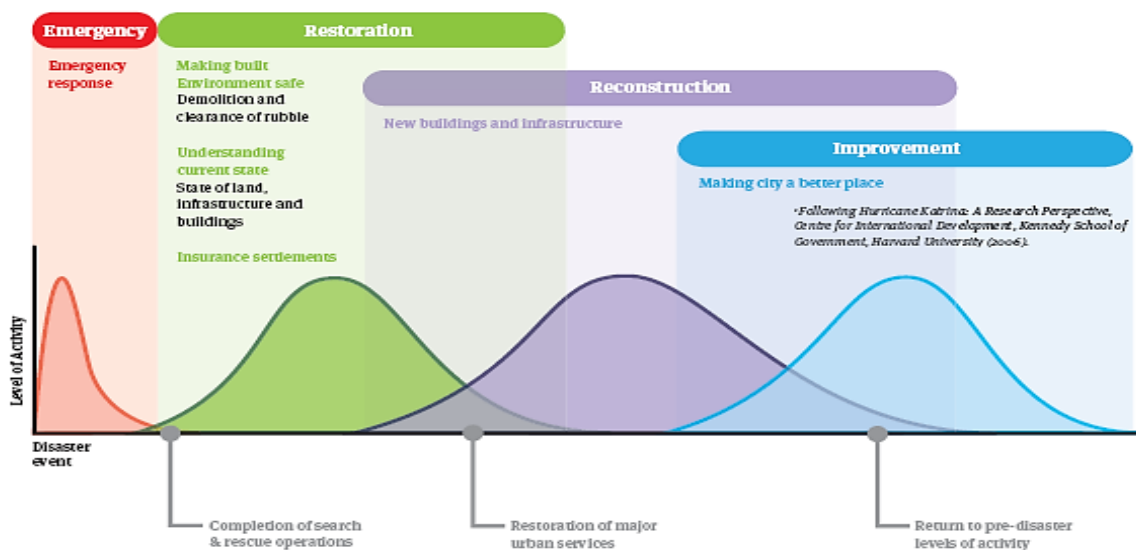
## Pre Event Recovery Planning and Management Checklist

### Simon Markham, Waimakariri District Council, May 2013

Set out below is a schema based on the Waimakariri District Council's experience for considering the differing disaster contexts within both pre-event preparedness planning and post-event recovery management can be considered and developed. Key determinates are the potential / actual *geographic spread* – relative to administrative boundaries – and the *relative severity and especially the duration* – both of the disaster event/sequence and of the required recovery process.



Applying this schema to pre-event planning and post event management needs also to consider the general sequence of phases in disaster management as set out below and observed in the Hurricane Katrina situation.



The Waimakariri experience has shown that while this general phasing holds good, the degree of phase 'overlap' is often much greater, especially in disaster sequences with different areas differentially affected through time; and that improvement strategies – unless thought about early and founded in/connected to pre-event ongoing risk reduction/resiliency/general enhancement planning – can be lost opportunities under the pressure to rebuild and normalize the situation as soon as possible.

Also this phasing is generally conceptualized and planned for in terms of physical damage and its recovery. Experience has shown that social, economic and environmental recovery phasing does not necessarily accord with nor accompany this general depiction.

Generally speaking, short duration, localised impact events within the scope of a single Controller/Emergency Operations Centre (EOC) are response dominated and require little dedicated recovery management per se or only activation of a limited recovery management programme. The relevant territorial local authority (TLA) can generally undertake this within their own resources, possibly with CDEM Group level specialist resourcing to supplement local control and operations. Response to recovery transition is relatively seamless.

Somewhat larger scale events/sequences over larger geographic areas bring into contention in the response phase coordination across EOCs and activation of Regional Group management structures. Recovery management remains highly context specific depending on the nature and spread of the damage. The issue of whether recovery management is to remain separate, as extensions of individual jurisdiction's EOCs, or to be integrated cross TLAs and/or merged with the Group needs to be addressed, preferably in pre-event preparedness planning rather than in the thick of the response phase as it is happening.

More severe/longer duration but still localised events means TLA EOC and Regional Group response and recovery structure coordination and potentially full scale integration issues arise and need to be addressed. If very severe then national intervention/resourcing and certainly monitoring will be in contention.

Large scale, severe events of long duration with major damage to be recovered from, such as the 2010-12 Canterbury Earthquake Sequence, have led to significant adhoc interventions in legislation, to facilitate recovery and agencies to implement multifaceted recovery programmes, never before required or indeed conceptualized in the New Zealand setting. Pre-existing regional level recovery management arrangements were rapidly overwhelmed and superseded through this Sequence as an unprecedented national emergency. Despite this, all preexisting TLA disaster and ordinary management responsibilities have still been in play albeit subject to national directive in key aspects.

At the small - medium scale TLA level such as Waimakariri District with severe localised damage to contend with, alongside the massive scale of damage in Christchurch City, a challenge has been determining the nature and extent of local recovery management, underpinned by local leadership, but underpinning local responsiveness – versus the organisational requirements for accessing the necessary national and private sector resources to implement recovery. The District Council made a conscious decision to accept as much local responsibility and influence over recovery as it could and resourced and scaled up accordingly, albeit in an adhoc manner. An unanticipated consequence of this approach was the amount of inter-agency engagement and multi-party relationship

management that would be required as a result. But it is suggested that all TLAs need to reflect on as a matter of broad approach how they will react to the situation should it arise 'on their watch'. Having a conversation with their community to understand their expectations would be a good start.

It is still a matter of debate as to whether the legislative and organisational interventions that have arisen as result of the Canterbury Sequence as a high impact/low probability disaster should remain adhoc, to be established on a case by case basis when the need arises in the future, or whether these should be in some way 'normalized' within the ongoing CDEM legislative and organisational framework. Until this is resolved, pre-event planning elsewhere by both TLA and Group CDEM agencies for this scale of disaster is problematic and rather speculative.

Again generally speaking, recovery management plans and structures need to be highly adaptive – that is, flexible according to the nature of the event and the damage to be recovered from and rapidly scalable in accordance with the demands of the situation. Founding a 'Recovery Plan' in a single structural response in accord with a single event scale/severity/duration scenario will not be sufficient preparedness. Pre-event depiction of plausible disaster/damage scenarios and thoroughly testing recovery management arrangements against them is necessary.

While there is ongoing, albeit infrequent, testing among TLAS/Groups of response phase cross boundary co-ordination and collaboration, (e.g. in EOC response training), there is little in the way of this for recovery management at present. The following checklist signals some of the recovery management situations needing to be thought about and planned for.

<b>Issue/Topic</b>	<b>Localised/Low Impact Event</b>	<b>Widespread/Severe Event</b>
Social Recovery	Transition out of small scale response phase welfare assistance to temporary housing, work/income and psycho-social assistance and support as well as insurance advisory assistance for small numbers of displaced persons/households for days/weeks and in the case of insurance, months.	Possibly large scale/long term provision of temporary housing, planning for and securing delivery of permanent substitute housing; significant programmes of initially food, then income support and psycho-social assistance as well as insurance advisory assistance for large numbers of displaced persons and households for months and years.  Structures and programmes to distribute philanthropic funds for months and years.  Significant outreach programmes and community development support for disaster affected and consequentially affected new communities lasting years.
Communications and Community	Targeted affected and wider, largely unaffected	Major upscale from localised/low impact event context with possibly

Engagement	<p>communications regarding the extent and nature of damage, places and sources of assistance, restoration and rebuilding plans, projects and programmes development, timeframes and progress.</p> <p>Targeted engagement at formative stages with identified group of affected households and businesses as input to recovery decision making.</p>	<p>very large scale targeted and mass communications involving multiple channels spanning months and years.</p> <p>Major investment required in communications resourcing and information assistance.</p> <p>Possibly many processes and rounds of community engagement with communities at large and structures and processes for ongoing engagement with pre-existing and newly formed groups and organisations as result of the disaster.</p> <p>Ongoing significant Media interest, scrutiny and required management.</p>
Community Facilities and 'Social Infrastructure' Recovery	<p>Unavailable/damaged/destroyed community facility(ies) and localised sports and community group owned building(s) requiring temporary repair and rebuilding or replacement. May be some opportunity for improvement. Funding sources and strategies generally localised but may involve regional/central funding agency support.</p>	<p>Major losses to community facilities and social infrastructure. From dozens to possibly hundreds of community facilities, parks, reserves and sports grounds, etc. damaged/destroyed.</p> <p>Major facility/reserve/grounds assessment and repair and replacement strategies required as well as significant interim use and accommodation planning.</p> <p>Testing and reconsideration of pre-event facility and reserves asset management plans, budgets and priorities.</p> <p>Significant opportunities for facility enhancements ('not going to just build back the way it was') and review of service levels through replacement approaches required.</p> <p>All of the above entails significant consultation and engagement with affected groups, funders and the community.</p>
Economic Recovery	<p>Most likely damage is to farm and forestry properties and businesses and may be damage/destruction to isolated/town commercial buildings</p>	<p>Possibly large to very large business interruption spanning years. Major destruction of farm properties and/or town and/or city business</p>

	<p>and businesses. Targeted support and connection to Government assistance programmes for small numbers of readily identified businesses. Weeks and months of business interruption and possibly long term farm and town business impacts.</p>	<p>buildings and equipment and information assets.</p> <p>Immediate large scale farm/forest/business support programmes lasting months/years required. Significant temporary business accommodation may be required to avoid business failure.</p> <p>Major temporary and permanent relocation/alternative premises required to restore employment and business function causing significant challenges for accommodation availability and land use planning in terms of town centre and business area land use planning.</p> <p>Cause for major accelerated review/development of town /suburban centre or central city centre plans and strategies designed to re-establish/regenerate business activity.</p>
<p>Land Retreat, Residential Rebuild and New Residential Development</p>	<p>No/small number of properties withdrawn from active use due to land damage/land stability risks arising from the event and the natural hazard it reflects. May involved Government/ TLA buyout programme.</p>	<p>Possibly large scale retreat investigations and decision-making processes entailing significant Central Government intervention.</p> <p>Major retreat planning and process management, requiring significant affected community engagement and support programmes.</p> <p>Significant EQC/private sector led housing repair and rebuild programme generating demand for information, advisory and advocacy support programmes</p> <p>Consequential upon retreat requirements for accelerated residential land development and housing to provide alternative long term living accommodation. Can have significant land use planning prerequisites and urban form implications.</p>
<p>Infrastructure Repair</p>	<p>Limited amount of network</p>	<p>Large scale damage to network</p>

<p>and Rebuild</p>	<p>infrastructure damaged and requiring temporary and then permanent rebuild.</p> <p>Some opportunities for enhanced resiliency.</p>	<p>infrastructure leading to a significant programme of restoration and maintenance of interim services.</p> <p>Major repair and replacement programmes across all forms of horizontal infrastructure requiring damage assessment, rebuild strategy development and funding planning, programme/project management and delivery procurement and operations.</p> <p>Significant opportunities for enhanced service levels and resiliency.</p>
<p>Environmental Recovery</p>	<p>Damage to localised natural areas and ecology affecting all forms of wildlife and habitats. Natural recovery processes take time as does the extent and nature of interventions to assist recovery to be determined.</p>	<p>More widespread and longer lasting damage, possibly irreversible. Significant across-jurisdictional recovery programmes and coordination required, needing to be integrated with ongoing environmental management programmes.</p>