

M7.8 earthquake November 2016



Recovery report for Marlborough, Kekerengu & Clarence - June 2019



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Purpose

This report summarises the actions, progress and outcomes of the recovery process led by Marlborough District Council with the support of other agencies and communities, to support community recovery following the 14 November 2016 earthquake (the Kaikōura earthquake).

Recovery is not necessarily a finite process. We acknowledge that, at the time of writing this report in mid-2019, not everyone affected by the earthquake has been able to repair their homes, re-establish businesses and address the needs that have arisen from the event.

Although the formal recovery process ended in August 2018, Marlborough District Council, in collaboration with other agencies, continues to support communities and individuals in their recovery.

Background

On 14 November 2016, shortly after midnight, a M7.8 earthquake occurred north-east of Culverden. Most of the energy generated by the earthquake and the subsequent fault ruptures, was felt to the north of the epicentre, including Marlborough.

Strong to severe shaking was felt across the Marlborough region and lasted for over two minutes. The town of Ward experienced the highest peak ground acceleration rates in the South Island, of up to 0.9G during the shaking.

The Ministry of Civil Defence and Emergency Management (MCDEM) issued a general tsunami threat message via the National Warning System at 0050hrs NZDT on 14 November 2016. This message was cancelled at 1500hrs NZDT on 14 November 2016. Although a 4m wave was measured, the impact was minimal due to low tides and coastal uplift. Some Blenheim residents self-evacuated to the Wither Hills and the coastal community of Rarangi self-evacuated to Tua Marina and other locations inland.

Communities across Marlborough were subjected to earthquake damage. The larger communities affected include Ward, Seddon, Blenheim, and to a lesser degree, Picton. The main impact was to buildings, farm assets including roading, horizontal infrastructure, river control works, the transportation network and the water supply in Ward. Some of this damage occurred on top of damage sustained in the Seddon and Lake Grassmere earthquakes of 2013 (M6.5 and M6.6 respectively).

Marlborough did not declare a local state of emergency for this event, as it did not seem that the response would exceed the capacity of local resources. In hindsight, this may have contributed to the perception that Marlborough remained undamaged, particularly as there was little visible damage in the main towns of Picton and Blenheim. In addition, the relatively major impact on Kaikōura, which was cut off and had large numbers of stranded tourists, meant the national media's focus was drawn there, as well as to Wellington, where a number of large buildings suffered damage.

Recovery Mandate

The response transitioned to recovery when a Transition to Recovery Notice was issued on Friday 18 November 2016. Dean Heiford was appointed as the Group Recovery Manager.

MCDEM subsequently appointed Dave Brash as the National Recovery Manager.

Initial welfare activities focused on information, the provision of drinking water to affected communities, essential supplies to remote rural properties, resources to assist in cleaning up affected properties and social support such as hot showers, advice and psychosocial support.

Marlborough District Council developed the Kaikōura Earthquake Recovery Plan (the Recovery Plan) for Marlborough District, on 19 December 2016. The purpose of the Recovery Plan was to:

'...provide the framework that will enable the provision of coordinated effort and processes that need to be, or have been, put in place to manage the immediate, medium and long term regeneration of the

social, built, economic and natural environments of Marlborough. The Plan also covers recovery actions within the geographical area of Kaikōura District Council from Waipapa to the northern District boundary at Wharanui which the Marlborough Recovery Manager has been given authority by the Kaikōura District Council to coordinate on its behalf. This Plan is a living document and will be updated as required.'

Recovery approach

The recovery effort has taken a strong community-led approach. The philosophy underpinning community-led development is one of community empowerment. It is illustrated by broad community engagement to identify shared issues and concerns to generate local solutions¹.

A community-led approach recognises the need for communities to determine their own priorities for recovery, and to be supported in that by the Recovery Manager and recovery agencies, with support, advice and funding.

Recovery goals

The goals of the Recovery Plan were:

1. Hardship is minimised and well-being enhanced for individuals and communities who have suffered losses or damage as a result of the earthquake.
2. Local, national and international confidence is maintained in the region as a place to live, work, visit, invest and do business.
3. Recovery efforts are credible, effective and are supported by robust and transparent processes and systems.
4. Recovery actions are affordable now and into the future for the Marlborough community.
5. The people and organisations of Marlborough and the National Recovery Manager maintain confidence in the local recovery process.
6. Recovery actions improve the resilience of communities and infrastructure to future events.

The recovery has been a combined effort between the South Marlborough communities of Ward and Seddon, the North Kaikōura communities of Kekerengu and Clarence, and the support agencies listed in Appendix 1.

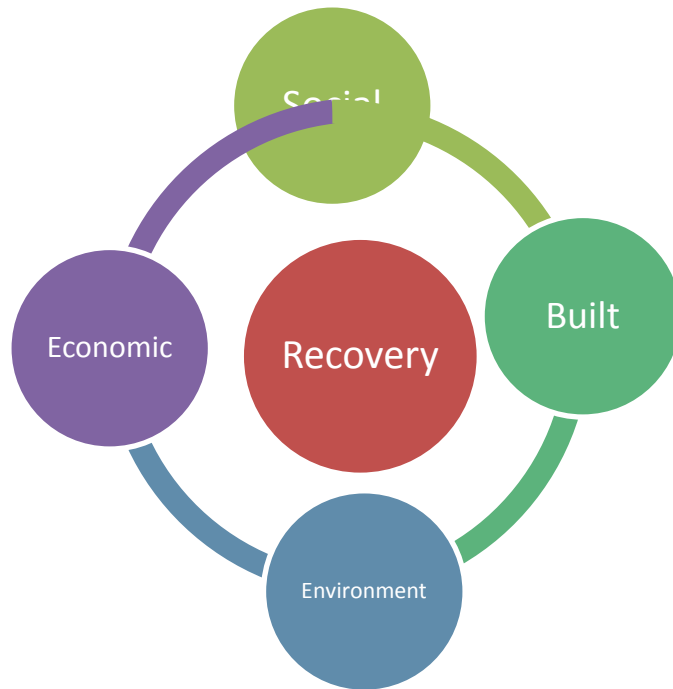
Recovery scope

Recovery means the coordinated efforts and processes to bring about the immediate, medium and long term holistic regeneration and enhancement of a community following an emergency (from the *Civil Defence and Emergency Management Act 2002*). Recovery should:

- support cultural and physical well-being of individuals and communities
- minimise the escalation of the consequences of the disaster
- reduce future exposure to hazards and their associate risks – i.e. build resilience
- take opportunities to regenerate and enhance communities in ways that will meet future needs (across the social, economic, natural and built environments).²

¹ Department of Internal Affairs, <https://www.dia.govt.nz/Resource-material-Our-Policy-Advice-Areas-Community-led-Development>

² www.civildefence.govt.nz/cdem-sector/recovery



The Recovery Plan included an activities update that reported progress in each of the domains above. It was refreshed at regular intervals until July 2017, when it became apparent that the recovery process largely consisted of ongoing activities and consolidation of existing programmes and actions. The activities update was discontinued in late 2017.

Governance

A Recovery Group has overseen the formal earthquake recovery process, chaired by the Group Recovery Manager or the Marlborough CDEM Group Manager. Members from support agencies included:

- Marlborough Primary Health Organisation
- New Zealand Red Cross
- Salvation Army
- Ministry for Primary Industries / Top of the South Rural Support Trust
- Te Puni Kōkiri
- Marlborough Roads
- Marlborough Chamber of Commerce
- Tasman Police District
- Ministry of Social Development
- Destination Marlborough
- Department of Conservation
- Marlborough District Council Building Control office

Marlborough District Council's Communications Manager and the Group Welfare Manager also participated in the meetings. Council's Community Development Advisor, Strategic Planning and Economic Development Manager, Environmental Science and Monitoring Manager and Marlborough CDEM's Lifelines Coordinator had standing invitations to attend, to keep the Recovery Team abreast of ongoing developments and issues requiring management or oversight.

The Recovery Group met regularly throughout the recovery period to ensure that all members were working in an informed, effective and coordinated way. It focussed on the actions required in the short term (31 January 2017), medium term (30 June 2017) and long term (31 December 2018).

Exit strategy

The Recovery Plan included a provision for an exit strategy, intended to include:

- Assistance required in the long term; and
- A transition to business as usual to manage long-term recovery; and
- Planning and reporting in the long term; and
- The management of public information and communications; and
- Opportunities for communities to discuss unresolved issues and to continue to participate in their recovery; and
- Changes to organisational arrangements, including the need for recovery task groups; and
- Debriefing and reviewing.

A specific exit strategy was not developed, largely because there was a natural progression towards business as usual, or new or changed ways of doing business. This was accompanied by a gradual decline in demand for services. Although some services have reduced over time, support to affected individuals will continue on an 'as needed' basis. For the most part, support is expected to be in relation to insurance claims and rebuild / repair.

Individual communities continue to hold social or other events as appropriate to contribute to recovery and to build resilience over time. The *Smart and Connected*³ programme has started in Seddon and this is also expected to contribute to increased resilience in that community.

In September 2018, the Recovery Team became the Recovery Planning Team, signalling a change in focus towards incorporating the lessons learnt into planning for recovery from future emergencies. The terms of reference for the Recovery Planning Team are attached as Appendix 2.

Progress against recovery goals

This section sets out progress against each of the recovery goals in the Plan. These goals were supported in the Marlborough District Social Recovery Plan (the Social Recovery Plan).

Goal 1: Minimising hardship and enhancing well-being

Hardship is minimised and well-being enhanced for individuals and communities who have suffered losses or damage as a result of the earthquake.

Most people affected by the earthquake understood that the impact would last for some time. This reflected their experience from the 2013 earthquakes and knowledge of the Canterbury 2010 and 2011 earthquakes. Given the understanding that recovery would take some time, the focus of recovery was to minimise hardship and enhance wellbeing during this period. Hardship following the earthquake included:

- financial hardship for business owners including farmers as a result of the prolonged closure of State Highway 1 (SH1)
- damage to homes including rental properties, resulting in cold or damp houses

³ Marlborough Smart and Connected is an economic development strategy that implements a vision developed by Marlborough District Council in partnership with the community.

- reduced access to scarce rental accommodation as a result of property damage and increased demand from NCTIR⁴ contractors
- longer travel times for people needing to visit family outside Marlborough, and increased isolation for some families

In the days immediately after the earthquake the Salvation Army provided support to the community in Ward; providing practical advice and assistance and a listening ear to affected people. This was particularly important for people who had been impacted by the 2013 earthquake.

Although State Highway 63 (SH 63) provided access to Christchurch and Kaikōura, this was a long and costly trip. For people in Kekerengu and Clarence, their usual access to grocery shopping, health and other services required a trip to Blenheim. Farmers needing to transport stock or goods were reliant on State Highway 63, placing more demand on transport companies and increased costs. Families with children at boarding school, or with family living south of Clarence, were less able to visit family.

Shortly after the earthquake, the Council recognised that many people living in damaged or temporary housing were in need of help to ensure their properties were weather-tight and able to be heated. For people reliant on firewood for heating, this was a particular concern with the potential for adverse impacts on their health. Damage to roads and the need to focus on more pressing issues resulted in some people being unable to stockpile firewood for the 2017 and 2018 winters. This was complicated by a lack of access to tradespeople to undertake repairs that would assist in 'winter-proofing' homes. During early 2017 over 400 homes were visited and 253 homes were assessed. Sixteen families received dry firewood and a further 16 received assistance ranging from repairing fireplaces, draught proofing and roof repairs, to carpet and alternative heating solutions. People identified as 'vulnerable'⁵ were escalated for further assistance, often to an earthquake navigator. The total cost, excluding navigator time, was approximately \$36,668.

Some people were referred to Community Energy Action (CEA, Christchurch) for assistance with insulation and repairs within their criteria. CEA also provided access to their Find and Fix programme, to provide emergency earthquake repairs to damaged homes prior to winter 2017.

A Mayoral Earthquake Fund was established for Marlborough individuals and families experiencing hardship due to the earthquake. People living in Kekerengu and Clarence were able to access a similar fund through the Kaikōura District Council. Priority access for the fund was given to essentials for daily life, extra financial burden or costs due to the earthquake and costs not covered by insurance or other funds. The Ministry of Social Development also provided access to a support subsidy for businesses and sole traders.

Community social events provided important means of communities remaining connected. Such events were often organised and supported by organisations such as Rural Women New Zealand, Marlborough Red Cross and the Top of the South Rural Support Trust. These events were focused on bringing communities together, often without an overt focus on recovery but with an emphasis on giving people a chance to have a break, get together with friends and neighbours, and have a meal. Social events ranged from children's theatre to outdoor movie nights, and science talks.

Family-friendly activities and school holiday programmes have been an important part of the recovery, particularly in the 2016 school holidays and during the first year of recovery. These activities gave people the opportunity to share their experiences and to have fun, and reinforced the fact that 'having a break' is important for all concerned. Early in recovery it was recognised that women were often holding the family together at the expense of their own needs and would benefit from dedicated support. A range of support was provided by participating agencies, including pamper days organised by Red Cross, sessions at school to help support children and other social forums.

⁴ North Canterbury Transport Infrastructure Recovery alliance, established to restore road and rail networks after the Kaikōura earthquake.

⁵ In terms of winter warmth, those identified as vulnerable were the elderly and frail, young families, people in financial hardship, individuals lacking the capacity to manage recovery and those under-insured or not insured.

The Marlborough Māori Emergency Action Network (MEAN) has been crucial in supporting Māori in Marlborough throughout the recovery process and in making sure that the recovery process meets the needs of iwi tangata. The MEAN is made up of representatives from Te Pūtahitanga o Te Waipounamu, Te Hauora o Ngati Rarua ki Wairau, Kimi Hauora Wairau PHO, Nelson Marlborough DHB Māori and Pacifica staff, Maataa Waka ki Te Taihiti, Te Piki Oranga, Ngā Wātene o Wairau, whānau, iwi and Te Puni Kōkiri. Barney Thomas from the Department of Conservation has also been a key Māori representative throughout recovery. In a recent report to Te Taihiti iwi chairs, Te Puni Kōkiri identified the wide range of activities undertaken by the MEAN in recovery, from brokering collaborative funding arrangements between Maori organisations, to supporting Māori whānau to obtain critical insurance and EQC information⁶.

Although the MEAN was represented on the Recovery Group, much of their work after the earthquake occurred independently to the formal recovery process, and has been highly successful in reaching people who may have otherwise not have gained the support they need. Local iwi have also been able to address highly sensitive issues such as access to sacred sites, and the importance of protecting and restoring traditional kai moana gathering sites. The earthquake also had a significant impact on kaimoana, particularly in areas of coastal uplift. The appointment of navigators who worked within the context of Whānau Ora has been critical in reaching whānau Māori. At one stage, Te Puni Kōkiri reported that they were providing care for over 450 households in Marlborough.

The response of iwi to the Kaikōura earthquake extended beyond the immediate provision of support to affected whānau. Many people needed to travel to and from Kaikōura to support whānau affected by the earthquake. Building on their experience after the 2010 and 2011 Canterbury earthquakes, Te Tau Ihu iwi were able to provide the support required.

Health and psychosocial support are recognised as being critical aspects of recovery. The aim of psychosocial and other health services is to provide the appropriate support at the right time to support wellbeing. Actions to support health were led by the Marlborough Primary Health Organisation (MPH), with the support of Nelson Marlborough District Health Board (NMDHB), achieved largely by working with communities and through providing free GP and nurse-led clinics in Kekerengu, Ward and Seddon, until August 2017.

Local communities were clear that services needed to be appropriate for their needs, with a strong rural focus. *Worry Busters*, a programme to support children and young people and their families with anxiety, was initially undertaken by education providers within the affected areas. In recognition of this direction from the affected communities, MPH and the NMDHB negotiated with the Ministry of Health to use funding allocated for the purchase of *All Right?* resources to be used in ways that were better able to meet local needs.

MPH provided a range of services to affected communities, including access to free counselling, community GP clinics, group sessions and programmes delivered in schools, such as BRAVE⁷ and *Pause, Breathe, Smile*⁸. These services were used during the course of the recovery process and continue to be available as required, moving towards resilience and readiness. Affected people have been able to access a range of services, including those delivered by Red Cross, Victim Support and the Top of the South Rural Support Trust. A psychologist with expertise in supporting children after emergencies delivered information sessions to Seddon and Ward schools and individual families as necessary.

Within three months earthquake navigators were located in affected areas. The small team employed by health and/or the local Māori health provider and local iwi, provided critical links and support in the context of wider determinants of health for individuals and communities in the affected areas.

⁶ *Marlborough post-quake leamings*, Shane Graham, Kai Tohu Tōmua / Senior Advisor, Te Taihiti o Te Waka-ā-Māui, Te Puni Kōkiri

⁷ BRAVE is a programme for children and young people with anxiety.

⁸ *Pause, Breathe, Smile* is a mindfulness programme designed to build awareness and develop focussed attention.

Although funding has been available from government agencies, the challenge of accessing assistance can add to stress arising from other aspects of recovery. People seeking help are required to register for assistance from a range of agencies, often online in areas where internet coverage is poor. Requirements to complete forms asking the same information for different agencies can be a barrier to seeking help, and not all people are comfortable using online tools. Although navigators were often able to assist, these issues remained a source of frustration for affected people and may have resulted in some people not receiving the help they were entitled to.

Goal 2: Maintaining confidence in the region

Local, national and international confidence is maintained in the region as a place to live, work, visit, invest and do business.

Within days of the earthquake, businesses in Marlborough, led by the Mayor John Leggett, started sending the message that the region was 'open for business'. This was particularly important for tourism and the wine industry, which are both largely dependent on international markets. This message was essential in view of some early media reporting that presented a picture of 'utter devastation'⁹. Although this message appears to have been highly effective in maintaining business in the region, it may have contributed to the lack of national visibility of the earthquake's impact in Marlborough.

The wine industry took immediate steps to reduce concerns about the earthquake's impact. In some instances, this included instructing staff not to take or post photographs of the damage, in concern that it may negatively impact on international markets. The lack of a national media focus on Marlborough probably assisted in this; the journalists' focus was on Kaikōura and Wellington.

Wineries and vineyards suffered infrastructure damage (there was a 20% loss of Marlborough's tank capacity) and required changes to transport routes. However, by the time of harvest four months later, winemakers were ready to focus on the coming vintage. Despite the challenges, the industry was able to respond rapidly and effectively, indicating the resilience¹⁰ of this sector. As well as the impact on the infrastructure of the wine industry, the earthquakes also impacted wine tourism, winery staff and vineyard workers, many of whom are employed under the RSE scheme.

The Marlborough CDEM Group has also been able to build a relationship with the wine industry, where sensitive information can be shared within an environment of trust.

The Top of the South Rural Support Trust facilitated access to skilled workers to assist in recovery, particularly fencers, general farm hands and people able to do minor repairs. This initiative also enabled skilled workers to register to be able to provide assistance.

Marlborough's regional tourism was significantly affected by the closure of State Highway 1. One third of Marlborough's domestic visitors are from Canterbury and 90% travel by car. The closure of State Highway 1 meant a marked reduction in their visitors throughout the 2017 calendar year. Wine tourism was particularly impacted as a result of road closures; a large part of that market depends on visitors travelling north from the Christchurch¹¹ area.

To minimise the impact of the road closure, the Ministry of Business Innovation and Employment (MBIE) formed a Top of the South partnership comprising Christchurch Airport, Destination Marlborough, Destination Kaikōura, Hurunui Tourism and MBIE. Through this partnership Destination Marlborough secured funding of \$150,000 from MBIE (matched by MDC and Destination Marlborough) which allowed the organisation to run a \$300,000 marketing campaign to domestic markets that still had easy access to

⁹ www.cnbc.com/2016/11/13/new-zealands-christchurch-rattled-by-powerful-74-magnitude-quake.html
<https://www.washingtonpost.com/news/worldviews/wp/2016/11/13/tsunami-warning-issued-after-huge-earthquake-strikes-new-zealand>

¹⁰ source: Annual Report 2017, New Zealand Winegrowers.

¹¹ *Characterising resilience in the wine industry: Insights and evidence from Marlborough, New Zealand.* Nicholas A. Craddock Henry, Joanna Fountain. Environmental Science and Policy 94(2019)192-190. www.elsevier.com/local/envsci

Marlborough (Nelson, Wellington and Auckland) to mitigate the negative impact in the short term and build the reputation of Marlborough as a holiday destination.

With little or no traffic travelling through Ward and Seddon, and travel restricted from Kekerengu and Clarence, businesses that were largely reliant on passing customers (e.g. vehicle repair services, food businesses) suffered significant losses, until the road was re-opened.

Coastal uplift and other changes to the marine environment had a major impact on the fishing industry in the affected areas, particularly around Ward and resulted in long-term effects on the marine environment. Fish species such as butterfish, paua and crayfish were immediately affected. Longer term impacts as a result of erosion of uplifted rocks and loss of spawning habitat have yet to be fully realised. Changed access to some formerly inaccessible areas may also result in more people being able to harvest some marine species, potentially impacting on recovery and on access to the fishery for commercial operators¹².

Marlborough is currently experiencing a building boom; there is little if any evidence that Marlborough is regarded as an unsafe place to be. Having said that, it should be acknowledged that a small number of people have moved from south Marlborough. Some have moved as a result of business loss, others from the stress of living in a damaged environment with continued aftershocks from the 2016 earthquake¹³, on top off the 2013 Seddon and Lake Grassmere events.

Goal 3: Credible and effective recovery efforts

Recovery efforts are credible, effective and are supported by robust and transparent processes and systems.

Recovery efforts need to be credible for people affected by the event as well as in the eyes of government. In the context of recovery, credibility is about affected people and communities being able to believe that they will be supported throughout the recovery process, and that recovery efforts will not add to their stress.

A community-led approach has proven highly effective in maintaining the credibility of the recovery effort. This approach gives the sense that recovery is 'about us' and provides for affected communities to identify and lead their own recovery, with support from other agencies. The engagement of local people as navigators contributed to the effectiveness of this approach. Furthermore, the involvement of the Rural Support Trust was essential in establishing credibility with farmers, particularly those who remained isolated for some time.

The Residential Advisory Service (RAS) has been funded and will remain available until June 2019. This has been an important aspect of recovery, providing a means by which residential property owners can access support and advice if they are facing challenges in getting damaged homes repaired or rebuilt. Marlborough District Council has contracted an independent company to provide a repair/rebuild service. This service uses an independent assessor to assess the scope of works and a local firm to coordinate repairs and ensure repairs can be completed within claim payout. Referrals will continue to be made to CEA and Red Cross for vulnerable families meeting their criteria for support.

Early in recovery, it was recognised that navigators¹⁴ were needed to help people affected in accessing and negotiating the range of processes and systems required to move on with their lives. The use of local

¹² Schiel, D. R. et al. (2018). Kaikōura earthquake: Summary of impacts and changes in nearshore marine communities. In (Hendlass, C. Borrero, J., Neale, D., and Shand, T. (eds). Shaky Shores: coastal impacts & responses to the 2016 Kaikōura earthquakes. New Zealand Coastal Society, Special Publication 3, 2018, 44pp.

¹³ There were over 20,000 aftershocks in the year following the Kaikōura earthquake and a further 2,552 earthquakes between November 2017 and May 2018. 167 were M3 and above. (<https://www.geonet.org.nz/earthquake/forecast>).

¹⁴ A navigator is a trusted community member, who has the skills and attributes to help people affected by an emergency to navigate aspects of the recovery process.

people as navigators increased the levels of trust among affected people, and enabled those who were struggling to be identified early and offered appropriate support. This was particularly important both for Māori and for farmers.

The extent to which recovery efforts are credible reflects the willingness of recovery agencies to be transparent in their communication and to provide information that is coordinated, timely, accurate and appropriate. Throughout the recovery process, information was made available through community networks, schools, community noticeboards, and community information meetings.

The impact of repeat visits to affected people is often mentioned in relation to emergency response. However, this can also be a challenge during recovery and can impact on the credibility of the agencies involved. Because of the number of agencies working in the recovery environment it was critical that all parties remained informed about particular activities (e.g. social events or delivery of services), to avoid duplication and to ensure that actions were appropriate to the needs of communities. Although there were times when agencies disagreed over the need for a particular action, in general, there appeared to be no harm to inter-agency relationships or to the overall recovery effort as a result.

Agencies receiving government funding for recovery activities are required to be transparent about the ways in which that funding is used. However, accessing funds can be challenging, in terms of approval processes and budget cycles and because it tends to be allocated for a specific purpose. In general, government funding processes are not sufficiently flexible to enable funding to be adapted to meet changing needs. This can present challenges in reporting, and can present the impression that the responsible agencies are failing to meet identified needs.

Goal 4: Affordable recovery actions

Recovery actions are affordable now and into the future for the Marlborough community.

Recovery actions inevitably result in costs to organisations and individuals. The total recovery cost for Marlborough cannot yet be determined, as recovery actions continue to be undertaken, albeit at a reduced level. It is worth noting that any summation of the recovery cost would not include the value of the time, resources and goodwill of communities and organisations.

The affordability of recovery actions is important, and so is accountability for the ways in which those are spent. However, even when recovery funding can be accessed, it is not necessarily available at the time it is needed. This is particularly so for government agencies, where funding may be contingent on Ministerial approval or Budget decisions.

For example, funding for a winter warmth project was sought from the Lotteries Fund (Department of Internal Affairs) in January 2017. Although funds were made available (see below), they were not received until May 2017 once winter was underway.

Funds and fund-raising efforts included programmes as diverse as a Mayoral Relief Fund and the renewal of the Rural Women New Zealand’s Aftersocks™ programme. The Mayoral Relief Fund was open to people with needs arising from the earthquake and as part of establishing eligibility, applicants were asked to provide a reference attesting to their need.

Marlborough received \$300,000 from the government earthquake recovery funding of \$2.5 million. Marlborough District Council also received a total of six grants from the Lotteries Significant Projects Fund:

Coastal Pacific Project Co-ordinator	\$30,000
Flaxbourne Museum	\$22,281
EQ Navigation	\$91,160
Winter Warmth	\$23,160
Rebuild Project	\$70,000
Total	\$236,601

A Lottery Earthquake Community Facilities Fund also made funding allocations to the Aviation Heritage Centre (\$63,622) and Ward Hall (\$99,631). There are other Marlborough projects tagged to this funding, including a rebuild of the Flaxbourne Museum and the Awatere Under 5s, neither of which has yet been allocated.

The Ministry for Primary Industries and the Top of the South Rural Support Trust also ran a series of workshops to assist rural communities and individuals access funding. These workshops were well-received, as there was strong confidence in those involved in their delivery.

The demand for services as a result of the ongoing road repairs has had a marked impact on contract pricing for civil works in Marlborough.

Goal 5: Confidence in the recovery process

The people and organisations of Marlborough and the National Recovery Manager maintain confidence in the local recovery process.

This goal is closely related to Goal 3 (credibility). The recovery team considers that the confidence of affected communities and businesses, as well as that of MCDEM has been maintained in the local recovery process. This is despite the inevitable frustrations of dealing with insurance providers, the significant task of restoring State Highway 1 and challenges surrounding the need for some people to live in temporary accommodation or in damaged homes over two winters.

The changing needs of affected communities required a flexible approach from the recovery team. Examples of initiatives that developed over time include:

- The Winter Warmth project had immediate impact, working to secure houses or alternate accommodation (including garages and other out-buildings) for the 2017 winter, and provide firewood for people reliant on fires for heating, for the 2017 and 2018 winters.
- In early 2018, Marlborough District Council contracted Westwind Projects Limited to provide independent advice to homeowners to assist them in assessing the scope of works required for their home. Local firm CMT Group NZ Ltd was engaged to provide quantity survey assessment of costs and a co-ordinated service to undertake repairs within homeowners' agreed settlement. As indicated below, feedback indicates that this approach has proven effective for a number of families.

Thank you so much...for the revised scope, I have spoken with Community Law and I now have options moving forward. I can't thank you... enough for your work, and ultimately MDC. (Homeowner feedback)

Just writing to thank you for your visit yesterday, and to say what a difference it was today to wake up in my home knowing I have completed what I set out to do at the beginning, but inevitably couldn't complete. Big thanks to the MDC for the helping hand. I would have liked to have attended the meeting to thank them in person for their humanity. (Homeowner feedback)

The fact that the earthquake's impact on Marlborough was on small, rural communities has resulted in a degree of 'invisibility' about the recovery, particularly at a national level. This lack of visibility presented certain challenges throughout the recovery process, and had a negative impact on those working in recovery and the affected people and communities. This can be attributed to a range of possible factors, including:

- the event being commonly referred to as the 'Kaikōura earthquake'
- significant physical impacts observed in Kaikōura and Wellington
- the affected Marlborough communities are small
- the decision not to declare a local state of emergency
- successful messaging that Marlborough was 'open for business'.

Despite these factors, it has been disappointing to have statements made at a national level that inaccurately reflected the amount of funding provided for recovery; to repeatedly hear comments about the earthquake's impact on Wellington, Kaikōura and Hurunui (and not Marlborough) and to read publications that omit any reference to Marlborough's experience¹⁵.

These factors do not seem to have had a lasting negative impact on recovery, but do serve to reinforce the need for smaller CDEM Groups to advocate for their communities and to act as 'a strong voice' at a national level. The need to advocate and lobby for resources is an extra burden for staff working in recovery (while also carrying other roles). Some staff were also dealing with the impact of the earthquakes on their own properties or families.

The MDC recovery team made considerable efforts to minimise the impact of recovery-related visits to affected people. For example, the winter warmth project involved a builder visiting damaged properties with a navigator already known to people in the affected areas.

People affected by the earthquake have been innovative in finding solutions where these have not been able to be otherwise provided. For example, MBIE is the agency with responsibility for temporary accommodation in an emergency and has been engaged throughout the recovery process. However, Marlborough District Council has not been able to provide MBIE with information on demand for temporary accommodation needed during the rebuild, largely because this is a gradual process involving relatively small numbers of people at any one time. Rebuild and repairs have also been affected by the current building boom in Blenheim, and the subsequent high demand for tradespeople.

These issues point to a need for highly flexible options that will support people remaining on site while repairs to their homes are undertaken. Small rural communities need their children to continue to attend a local school, which reduces the ability of people to temporarily relocate any more than 30 minutes away. Farmers and their staff need to remain on site to continue their usual business. In addition, temporary accommodation such as motels or camping grounds is often limited in small communities or may be unsuitable for families or vulnerable people.

Goal 6: Improved community and infrastructure resilience

Recovery actions improve the resilience of communities and infrastructure to future events.

Resilient communities

Recovery from an emergency is influenced by events that are outside the control of that community or its people. For example, recovery may be impacted by weather events, delays in settling insurance or prolonged infrastructure repairs. The resilience of the affected communities to deal with future events is still fragile and continues to depend on rebuild/repair and on the impact of any future events.

Social recovery is part of a continuum and takes place in communities with their own dynamics, needs and wishes. Throughout the recovery process, it has been important to remember that not all people have gone into recovery from the same starting point and that some people will continue to have long-term social needs that will not be met by the recovery process alone. Recovery can, however, be a process that facilitates or improves engagement with agencies and services that can support people who were struggling prior to the event.

Most people affected by the earthquake now have an increased understanding of the recovery process, as well as the actions they can take to be better prepared at home and in their businesses. Marlborough

¹⁵ Shaky Shores: Coastal impacts & responses to the 2016 Kaikōura earthquakes: Special Publication 3, 2018. *New Zealand Coastal Society*

District Council built on the need for local business and other entities to be more resilient by funding several business continuity planning workshops, delivered by Resilient Organisations¹⁶ during 2017.

Most people affected by the earthquake did not have a full understanding of the complexity of the insurance claims process. Free earthquake clinics organised by Community Law Marlborough had a considerable impact on the ability of people to understand the claims process, receive advice about their individual claim and learn more about the differences between the insurance claims process arising from the Canterbury earthquakes and the Kaikōura event.

The strong community focus of recovery has also contributed to resilience by providing increased opportunities for people to spend time together in informal settings with a focus on wellbeing, rather than on issues that for some people had historically been a cause of dissension. For example, Seddon has started a *Smart and Connected* group. While not directly linked to the recovery effort, it is a positive sign for this community and has the potential to build on recovery and enhance the community's resilience.

People in the Kekerengu and Clarence communities have been very positive about their engagement with the Marlborough recovery process, choosing to remain engaged after State Highway 1 access to Kaikōura was restored.

The recovery process often involves 'anniversary activities' designed to celebrate progress as well as remember the event itself. In Marlborough, there was strong feedback from affected communities that they did not want an event that would place a negative spotlight on their needs in recovery, or victimise people. The first anniversary of the earthquake coincided with the 8th international workshop on Paeleoseismology, Active Tectonics and Archeoseismology (PATA), during which international experts in these fields met in Blenheim and undertook field trips to sites affected by the quake. Marlborough CDEM Group in consultation with the Recovery Manager and local communities sponsored a public information meeting in Blenheim, attended by over 400 people. Presenters acknowledged the impact of the 2016 earthquake and were able to explain some of the science behind the event, and some of the lessons that have been learned.

In most emergencies, psychosocial recovery continues after other recovery activities have ceased and depends on the extent to which other recovery activities are effective. In Marlborough, psychosocial recovery activities have been delivered by MPH and by Red Cross. However, the other activities that have served to reconnect and rebuild communities have made an important contribution to psychosocial recovery.

Navigators will remain in place until June 2019, in recognition of the need for ongoing support for some people.

Resilient infrastructure

The most obvious infrastructure affected by the earthquake is State Highway 1. The road is expected to remain vulnerable for some time, with ongoing repairs required into 2019¹⁷ and 2020. This will impact on traffic over the 2018/19 summer between Peketa (south of Kaikōura) and Clarence (to the north). Marlborough Roads report that some people expressed frustration at the perceived slowness to respond on State Highway 1 recovery works north of Kaikōura. This reflected that attention from a number of quarters to the importance of reopening State Highway 1 to the south, to provide access to Kaikōura. The initial frustration also reflected a general misunderstanding of the enormity of the task required to open the road to the north, including the need for design, planning and resourcing.

As a result of the significant road repairs following the Kaikōura earthquake, the New Zealand Transport Agency has separately conducted 'Lessons Learnt Reviews in Communications and Operations and Maintenance'.

¹⁶ Resilient Organisations is a consulting and research team, specialising in building future-ready organisations. For more see: www.resorgs.org.nz,

¹⁷ i.stuff.co.nz/the-press/news/107453404/further-delays-expected-as-state-highway-1-rebuild-continues-into-2019

Some of the damage to infrastructure is less visible. Damage to the Blenheim clay pipe sewerage network has resulted in an urgent need for repair and replacement (which commenced in late 2018), making them more resilient to future earthquakes. Damage to infrastructure such as private roads and tracks, farm dams and buildings, and disruption to private water supplies are often less visible than public buildings and may be subject to prolonged claims processes. Repairs to stopbanks have included improvements that enhance flood protection to nearby properties, with stopbanks restored to pre-quake levels of 1:100 year flood protection.

While damage to parts of SH1 was immediately obvious, some damage to roads (particularly around the Marlborough Sounds) did not become evident until winter 2017 and is still being addressed, with frequent closures on vulnerable roads.

The water supply in Ward was quickly restored in December 2016 by Marlborough District Council, which responded at pace to replace the town's damaged water storage tanks. The water supply system in Ward is community owned and operated, and not run by the Council.

Future planning

The recovery process arising from the Kaikōura earthquake has provided valuable insights that can be incorporated into planning for future emergencies.

Data management

Early in recovery it was recognised that there was a need for a single data management system to assist in meeting the needs of affected families and individuals in a coordinated way. Data about affected individuals came from a wide range of sources, leading to inconsistent information and confusion about the ways in which the data would be managed. With the lack of an existing system, the Marlborough PHO assisted the MDC in developing a database that enabled information to be added and accessed by support agencies, without compromising individuals' privacy.

Agencies engaged in recovery need to be able to share personal information, to better coordinate recovery. Ideally, this should result in a dataset that can be readily populated with data gathered in response (through needs assessment), with certain information accessible by all recovery agencies. Agencies and affected people need to be confident that any privacy implications have been considered and addressed and that the information will not have adverse impacts on affected people.

As part of work on replacing EMIS, MCDEM is undertaking a project to improve registration and needs assessment processes. The Marlborough CDEM Group will continue to develop its own needs assessment process (in collaboration with other CDEM Groups) as well as considering the ways in which information can be better used to support recovery.

Recovery planning toolkit

In 2017, the Wellington City Council commissioned a tool to assist in planning for recovery, designed to be scalable to the size of the event, and to provide a potentially valuable process for taking a structured approach to recovery. The toolkit also offers a way in which resources can be identified and managed throughout recovery. The Marlborough CDEM Group can provide information about how to access the toolkit.

Although Marlborough District Council would be challenged in providing the level of resource suggested in the toolkit, it can assist in taking a measured approach to recovery. This approach may also support requests for additional and/or dedicated resources.

Recovery in the Group Plan

Since the earthquake recovery effort commenced, the recovery section of the Marlborough Civil Defence Emergency Management Plan 2018-2023 has been updated. The new recovery section emphasises the need for a holistic approach to recovery, reflecting the social, built, economic and natural environments.

The plan also provides a process for determining strategic and community priorities for recovery and suggests the use of an outcomes framework for assessing the impact of recovery efforts.

These actions need to be taken in advance of an emergency and will benefit from close engagement with communities throughout the region.

Engaging national agencies

As noted throughout this report, recovery in small, predominantly rural populations has presented challenges in working with some government organisations, where the provision of services is reliant on a larger-scale response and in some cases, lacks flexibility. Government organisations that are locally represented, (including the Ministry of Social Development and the Department of Conservation) were able to add considerable value to the recovery, largely because they could 'on the ground' and understood local dynamics.

Rural communities

The impact of the Kaikōura earthquake was felt across Marlborough, and particularly in rural, south Marlborough communities. The recovery process emphasised the value of early engagement with rural communities and individuals, to ensure recovery efforts are targeted and relevant.

In mid-2018, the Marlborough Primary Cluster Adverse Events Network (MPCAEN) was established to assist the CDEM Group in working more effectively with the primary sector. The MPCAEN will add value to existing rural networks and support future recovery from emergencies.

Animal welfare

Animal welfare is increasingly recognised across the 4Rs of emergency management. Although the recovery from the Kaikōura earthquake has not required a significant animal welfare focus in Marlborough, there are opportunities to better incorporate animal welfare into recovery planning for future events.

The Ministry for Primary Industries is currently working with Group Welfare Managers across New Zealand, to develop animal welfare plans. The animal welfare plan for Marlborough will incorporate lessons learned from a range of emergency events, including the Kaikōura earthquake.

Lessons learnt

Like any recovery from an emergency, we have been able to learn from the recovery process. The lessons we have learnt come both from responses to recent events (where recovery starts) and previous experiences in Marlborough and other regions.

Although the Kaikōura earthquake affected a relatively small number of people in Marlborough, and we did not have a 'declared' event, the lessons we have learnt will support improved recovery in future events.

Access to resources

It is evident that coordinated funding needs to reflect recovery plans. Funding needs to be available early to facilitate recovery efforts and to assure communities that their needs can be met in a timely and effective way. Although there is apparent access to resources such as temporary accommodation, the reality of meeting that need in a small-scale recovery in isolated regions, can mean that the efforts required to access resources can rapidly become overwhelming.

One of the issues that emerged in recovery was the lack of access to funds and other resources that met the needs of affected communities at the right time. This adds to the stress on affected people as well

as increasing the amount of time required by the recovery team to plan, apply for funds and develop contingency plans to meet identified needs.

Some commentators on this report have noted that the eligibility criteria for funding are often unclear or change over time, particularly at the national level. This identifies an opportunity for agencies to work together to develop a common funding language, processes and guidance.

Shared database

It became apparent early in the recovery process that there is a need for a database that can be safely shared across agencies. Not only does this provide a record of needs that are identified and actions taken, it can limit the extent to which multiple agencies engage in the same activity and therefore reduce the impact on individuals needing assistance.

In part, the issues that arose in developing a shared database related to the time required to develop a suitable system. Planning prior to an event should reduce this issue. More challenging, however, are underlying concerns about data security and use and a lack of trust on the part of some agencies about how their data will be used. This is a particular issue for Māori. These issues can be managed, but require investment in a system that is readily accessible and can manage the concerns of agencies and individuals about data management.

The Ministry's EMIS system was not used in this emergency and it is doubtful whether it would have been an effective system for managing recovery. The common operating picture designed to replace EMIS has the potential to provide better data management capability in both response and recovery.

Role of the Recovery Team

The Recovery Plan and the Recovery Team are led by the Marlborough District Council. The process of developing recovery plans and the roles and responsibilities of those involved are set out the Strategic Planning for Recovery Director's Guideline 2017 and the Recovery Management Director's Guidelines 2005 DGL 04/05].

Developing a Recovery Plan early in recovery presents challenges, largely around identifying goals while ensuring that the Plan remains sufficiently flexible to reflect the changing needs and priorities of communities. The guidance issued by MCDEM in 2017 and the accompanying legislative changes, mean that recovery planning for future events can be informed by experience and a well-defined approach.

While the Recovery Team is led by the Recovery Manager, it is critical that the team represents the communities affected as well as agencies involved. This necessarily requires recovery agencies to have a commitment to meeting and reporting, without duplicating effort or resources. This can be challenging when team members need to report to their own agencies as well as to the Recovery Manager.

The Marlborough CDEM Group Plan has been amended to reflect the revised requirements for recovery planning, set out in the Strategic Planning for Recovery Director's Guideline [DGL 20/17].

There is scope to take a more structured approach to supporting the Recovery Team. Recovery is a long process; it is emotionally taxing and requires a commitment to working long hours and weekends in order to ensure good connections with affected communities. Even with the limited resources available to a small CDEM group such as Marlborough, it is worth recognising that staff working in recovery need to be well-supported for the duration of the recovery.

Communication

Communication with affected people and communities has been a critical part of the recovery. All agencies have learned that communication needs to be simple, frequent and engaging and recognise the fact that there is no single means of communicating effectively. In addition, the ability of affected people to absorb, remember and then act on information is often dependent on other issues they may be dealing with at the time. A combination of face-to-face conversations, telephone calls, mail, email and posters/flyers is necessary but requires careful oversight to ensure key messages are consistent.

Cross-boundary relationships

This report identified activities that were taken to support people living north of Kaikōura, during the recovery period and with the support of the Kaikōura District Council. It is likely that a similar arrangement would need to occur in a future event that significantly impacted State Highway 1. To this end, Marlborough CDEM Group has proposed that a memorandum of understanding be developed between the two CDEM Groups, to clarify roles and responsibilities in advance of an emergency.

Community engagement

Recovery is dependent on being able to listen to and respond to the needs of affected communities, as identified by those communities themselves. The fact that those in the Recovery Team already had good knowledge of much of the affected area has been instrumental in the effectiveness of recovery efforts. Because Kekerengu and Clarence are not within the Marlborough District Council region, but have been included in the Marlborough recovery scope, local connections (including a local navigator) became critical.

Other organisations including local FENZ staff in Kekerengu and Clarence, Red Cross, KiwiRail and roading contractors also proved to be valuable sources of information about the Kekerengu and Clarence communities.

The recently-formed Marlborough Primary Cluster Adverse Events Network (MPCAEN) will further add to the ability of the Marlborough CDEM Group to support recovery from events impacting on our large rural population.

There is scope to continue developing the relationship between iwi and the Marlborough CDEM Group. That process needs to involve a consideration of the factors that are important to Maori in recovery, and the ways in which whānau, hapu and iwi can be supported to lead their own recovery in ways that respect the principles of the Treaty of Waitangi.

Navigators

As noted previously, navigators have played a significant role throughout the recovery. Although the role of navigators is relatively new in the CDEM environment, the value they bring to recovery cannot be over-emphasised. It is likely that navigators will be increasingly used to support recovery across a range of events.

Among other lessons, the Recovery Team has recognised the need to provide a support structure that enables navigators employed by different agencies, to work together as a team.

Summary and recommendations

Like anywhere in New Zealand, Marlborough feels the impact of emergencies caused by natural events, including flood, drought and earthquakes. Each event provides us with opportunities to learn more about our communities and how best to respond and recover from emergencies.

As a small region, we need to be adaptable to a range of events, and build on the skills and knowledge we have. The terms of reference for the Recovery Group include a recommendation that 'the committee will prepare a three yearly work programme to align with the CDEM Group's priorities, Nelson City Council and Tasman District Council Annual Plans, Long Term Plans, and national guidance and legislation'.

The work programme will be drafted during 2019 and will reflect the issues outlined in this report, including (but not restricted to) the following:

- a) The development of a memorandum of understanding between the Kaikōura District Council and the Marlborough District Council, to facilitate response and recovery to Kekerengu and Clarence in future events
- b) Developing consistent messaging prior to an emergency, to support recovery
- c) Ensure our experience of using navigators is incorporated into national guidance on the role of navigators in an emergency
- d) Consider developing a structure early in response to support those working in recovery
- e) Develop and implement an interim system for registration and needs assessment, pending a nationally consistent common operating platform.
- f) Continue to enhance our engagement with iwi and marae
- g) Work with Nelson Tasman CDEM Group and the West Coast CDEM Group to share what we have learnt about working with small rural communities

Conclusion

At the time of writing this report, it is two and a half years since the Kaikōura earthquake. Although this report may indicate the end of a formal process, but should not be taken as an indication that the experience of that event can be forgotten.

News media throughout New Zealand is focusing on the major achievements such as road restoration, the proposed Whale Trail cycle link connecting Kaikōura with Picton, as well as the lasting impacts (<https://i.stuff.co.nz/national/108451627/school-children-learning-life-lessons-two-years-on-from-quake>). The recovery from the 7.8 earthquake that has resulted in lasting impact on our communities could not have been achieved without the compassion, respect and hard work of a great many people and organisations. We owe our thanks to everyone who has been involved and our support to those who continue their recovery journey.

END

Appendix 1 - Support agencies and lead person

National Recovery Manager (DPMC)	Dave Brash
Ministry of Primary Industries	Chris Faulls
Marlborough Primary Health	Beth Tester
Nelson Marlborough Health	Pete Kara
Ministry of Business Innovation and Employment	Joel Browne
Ministry of Social Development	Robin Mortimer
Red Cross	Donna Mote
Salvation Army	Deane Goldsack
Te Puni Kōkiri	Shane Graham
Te Putahitanga	Te Ra Morris
Oranga Tamariki	Gail Hamilton
Marlborough Federated Farmers	Sharon Parkes
Top of the South Rural Support Trust	Ian Blair, Graeme & Jenny Pomeroy
Department of Conservation	Matt Flynn
NZDF, Woodbourne	Andrew Hill
Marlborough Chamber of Commerce	Grant Kerr & Hans Neilson
NZTA	Duncan Gibb/Frank Porter
Marlborough Roads	Steve Murrin
Chorus	Gary Beaumont
NZ Wine Growers	Edwin Massey
Destination Marlborough	Tracy Johnston / Jacqui Lloyd
MCDEM Regional Emergency Management Advisor	John Lovell
Marlborough Lines	Brian Tapp

Appendix 2 – Recovery planning team terms of reference

Terms of Reference for Marlborough Recovery Planning Team September 2018

Membership

The Marlborough Recovery Planning Team is made up of the following members:

- Group Recovery Manager – Chair
- CDEM Group Manager
- Group Welfare Manager
- Alternate Group Welfare Manager
- Ministry of Social Development
- Nelson Marlborough Health
- Top of the South Rural Support Trust
- Te Putahitanga
- Public Information Manager
- Marlborough Chamber of Commerce
- Ministry of Civil Defence and Emergency Management

Purpose of the Recovery Planning Team

The Recovery Planning Team (RPT) is the primary mechanism through which the CDEM Group plans and prepares to recover from an emergency event. While the RPT has no executive powers, it does have a role as a coordinating mechanism supporting the work of the Recovery Manager and agencies involved in recovery preparedness.

Accountability

The RPT is a formal committee of the Coordinating Executive Group (CEG) and reports to the CEG.

Functions of the Recovery Planning Team

The RPT's functions are to:

- provide planning for strategic recovery
- promote effective Recovery capabilities across the CDEM Group area
- lead the implementation of:
 - the Recovery components of the operable Marlborough Civil Defence Emergency Management Group Plan
 - post emergency event Recovery Plans
- ensure that the Group considers and undertakes the requirements, as necessary, of current legislation and guidance with regard to recovery, such as:
 - The Civil Defence Emergency Management Amendment Act 2016
 - Strategic Planning for Recovery, Director's Guideline for Civil Defence Emergency Management Groups [DGL 20/17]

Objectives

The following objectives will guide the Team's planning and decision making. These are to:

- ensure that measures to prepare for and manage recovery are prioritised and implemented through the Readiness and Response Committee, Public Information Management Committee, Welfare Coordination Group and others as required
- ensure that the CDEM Group's recovery planning, capability and capacity remains current and effective, including testing during exercises
- monitor recovery planning issues and report to the CEG and CDEM Group on the Group's preparedness to recover
- develop plans for strategic recovery, including the support of the recovery arrangements outlined in Part 8 of the operable Marlborough Civil Defence Emergency Management Group Plan
- ensure that recovery management staff acquire the relevant skills and maintain ongoing competence in their role
- promote the importance and benefits of resilience and business continuity programmes in communities and business
- influence and participate in national recovery initiatives to ensure they benefit Marlborough

Note: Marlborough CDEM Group's vision for recovery from emergency recognises that people and their communities are central to recovery.

Work Programme

The committee will prepare a three yearly work programme to align with the CDEM Group's priorities, Nelson City Council and Tasman District Council Annual Plans, Long Term Plans, and national guidance and legislation.

Structure, Composition and Process

Chair	The Recovery Manager will ordinarily adopt the role of Committee Chair. A Deputy Chair may also be appointed. If appointed, the Deputy Chair will fulfil the role and responsibilities of the Chair in the Chair's absence.
Quorum	A quorum of four committee members is required in order to be able to take a vote on motions.
Decision making	As far as practicable, decisions will be made by consensus. If it is not possible to reach agreement, then a vote shall be taken. A decision on the outcome of the vote will be based on the majority of votes.
Sub-Committees	The Recovery Committee may establish sub-committees, or other similar groups (eg project teams), as necessary, to undertake work packages that have been detailed in the Recovery Committee annual work programme.
Reporting	The Recovery Committee Chair (Recovery Manager) provides reports to the CEG and represents the committee on CEG meetings.
Secretarial Support	Secretarial support and administration to the Recovery Committee is provided by Nelson City Council and the Emergency Management Office.
Review	These Terms of Reference will be reviewed in conjunction with the review of the Nelson Tasman CDEM Group Plan (ie five-yearly), or earlier if required.

Meeting Frequency

The meeting frequency is three times per annum. Dates for meetings are set at the beginning of the calendar year.

Agenda Items

Members will be invited to submit agenda items at least 10 working days before the meeting.