



Programme Framework Document:

LOCAL RECOVERY PLANNING

2024



Programme Sponsor: Linda Greenalgh

Programme Manager: Tilly Redstone

Estimated Start date: May 2024

Estimated End Date: June 2025

Programme Overview

Background

The extreme weather events of 2023 have significantly changed the fabric and makeup of affected communities. Whether this is a result of damage to houses and infrastructure, the ongoing loss of homes through the categorisation process, or more intangible impacts such as the sense of loss, grief and unease resulting from those changes, for many affected communities, the changes have been huge.

As people look to the reality of their new future, it is important to ensure they are well supported to understand what has happened and how to move forward. This Local Recovery Programme was developed out of the desire to see communities take an active part in their recovery, not as individuals but as a collective. This is based on strong international and domestic evidence which demonstrates that resilience and wellbeing is enhanced significantly when communities are supported to facilitate and drive their own recovery efforts. The programme has been developed to meet the named objective in the Tāmaki Makaurau Recovery Plan of "create opportunities for mana whenua and communities to shape and lead their own recoveries".

The programme will be multi-year and will have partnership and community-led engagement at its core. There are three strands of work that make up the programme, all of which will be working to support communities to identify and respond to their own priorities and needs. These three strands are:

1. The Priority Communities Project (designed to innovate and test methodologies)
2. Mana whenua-led Recovery Planning
3. Impacted Areas Community-led Recovery Planning

Programme Rationale

What is recovery?

Recovery is understood as a complex, non-linear, multi-layered process that occurs as people and communities work to resolve the impacts of a disaster. Recovery is intertwined with disaster risk reduction and readiness and can provide an opportunity to enhance resilience and improve upon pre-disaster inequities.

Disasters change the nature and context of the community in unexpected and often subtle ways. These changes don't always present themselves at the time of the event, they develop over time, or aren't recognised or understood in the immediate aftermath. Rather than working to return to pre-disaster 'normal', recovery is about how complex community systems repair or develop social, political, and economic processes, institutions, and relationships that enable it to function in the new context within which it finds itself. Successful recovery will do this in a way

that reduces future disaster risk, and as such, must consider vulnerabilities and inequities within the community that exacerbate disaster impacts and risk.

Why community-led recovery?

The evidence for community-led recovery has been identified clearly in the literature for many decades both domestically in Aotearoa and internationally. Recovery and resilience is best achieved when impacted communities are able to exercise a high degree of self-determination and contribute actively to the planning and implementation of recovery activities.

Why Mana Whenua?

In line with the *Tāmaki Makaurau Recovery Plan*, *Māori Plan*, and the *Te Ora ō Tāmaki Makaurau Wellbeing Framework*, this programme will prioritise collaborative partnerships with Mana Whenua across all recovery initiatives. Auckland Council has committed to supporting the flourishing of intergenerational whakapapa relationships of taiao (nature), whenua (land) and tangata (people), and to ensuring that Māori communities are resilient, self-sustaining and prosperous. *Te Tiriti o Waitangi* recognises the rangatiratanga of Auckland's mana whenua and their inseparable bond between Tāmaki Makaurau the people and Tāmaki Makaurau the place. Mana whenua play a significant role in sustaining the region and the region's identity, and they have responsibilities and obligations as inherent kaitiaki (caretakers) to manaaki (show generosity to) those communities that reside within their tribal domains. As such, this programme will work to ensure that Mana Whenua are supported to partner and lead recovery activities across their rohe.

What is community-led recovery planning?

Community-led recovery planning is about looking to the future after an emergency event. It is a community driven process, where, working as a collective, people can articulate their aspirations for the future. In community recovery planning, people work together to identify what matters to them after a disaster. It brings all parts of the community together to focus on future possibilities and opportunities. Through the process, people identify key priorities for their community and agree on the next steps to make it happen. We are defining community-led recovery planning as:

Community-led recovery planning is driven by the community, for the community. Its future focussed and about creating a collective vision after a disaster. It considers all aspects of recovery; built, social, economic, natural, cultural.

Through taking a wide perspective on recovery (built, natural, social, economic and cultural aspects), community-led recovery planning recognises that communities are more than the sum of the buildings, and that recovery isn't just about physical damage. It also recognises the long and iterative nature of recovery. Recovery touches all aspects of life and isn't neatly contained within one agency or organisation. The value of this process is that by its very nature, being community driven, it is not constrained by government timelines or restrictions.

In the context of Tāmaki Makaurau, community-led recovery will need to take into account the impacts and complexities posed by wider variables such as climate change, and increased severity and frequency of weather events.

Given that the process is community-led, the focus, outcomes and results of community recovery planning will be unique to each community. Most often local recovery planning is only the beginning of a much bigger project for the community.

Programme Description

The Tāmaki Makaurau Recovery Office *Local Recovery Programme* will have community-led planning and design at its core. This means we will:

- Partner with affected communities at all stages of the programme, including mapping who needs to be included in recovery planning activities;
- Draw on strengths-based strategies for community engagement, utilising existing networks, forums and community assets;
- Build community capabilities to enable local leaders to drive their own recovery and resilience building efforts;
- Take a participatory approach to funding, meaning that each community will determine its own priorities for recovery funding.
- Ensure impacted communities are able to set the pace and timeline of recovery activities, recognising that recovery is complex and occurs iteratively, over the long-term. This programme will support communities beyond the crisis response and early recovery phase.

The programme is comprised of three strands of work:

1. Priority Communities Project
 - Three priority communities have been identified:
 1. Rānui/Henderson,
 2. Mt Roskill/Wesley, and
 3. Māngere
 - Multi-year deep dive into Community-led Recovery Planning and action in our three priority communities
 - Three areas selected based on the extent of the impacts of the weather events, coupled with existing levels of deprivation, risk of future disasters, and the proportion of Māori, Pacific, disabled people and youth living in these areas.
 - Designed to be innovative, test methodologies, understand impact.
 - The programme will be sequential so we can learn and test as we go. We plan to start with Rānui/Henderson.
1. Impacted Areas
 - Community Recovery Planning at scale
 - 1st round funding = 10 communities invited to participate
 - This mahi will be supported by the Community-led Recovery team in the Community and Social Recovery Whenu
3. Mana Whenua
 - Mana whenua led Recovery Planning
 - Invitation to participate to all iwi
 - Supported by the Māori Participation and Partnership Lead in the Recovery Office and Ngā Mātārae.

Programme Principles

Each of the three strands of work have distinct differences, however a common set of principles underpin all three:

Te Tiriti o Waitangi: This work will embrace a Te Tiriti o Waitangi relationship and is underpinned by the values of tino rangatiratanga and mana motuhake. In this way, we recognise that Māori, as tangata whenua, should be given the rights and ability to carry out their own response and recovery efforts.

Strengths-based: we will take a strengths-based approach to recovery planning, working with communities to identify local knowledge, assets, capabilities and resources already in existence which they can draw on and strengthen to support recovery.

Resilience: Successful recovery should leave communities stronger by reducing vulnerabilities and building resilience.

Equity: We recognise that disasters do not affect all people equally; instead, disaster impacts and recovery trajectories tend to reflect existing social inequities and often exacerbate them, particularly for people who are disadvantaged in multiple ways. We will work to ensure that the needs and aspirations of disadvantaged groups are considered in recovery planning.

Future-focused: recovery planning will focus on working towards communities desired future state,

Complexity cognisant: we will be responsive to the complex and dynamic nature of communities and the nuanced and changeable impacts of disaster impacts and risks in each place.

Community-centred: we will be responsive and flexible; meeting the community where they are at and putting their needs, interests and perspectives at the centre of the recovery work.

Community-led: we will take a supporting and facilitative role, ensuring that communities themselves drive the priorities and direction of their own recovery.

Communication: we will seek to communicate effectively to communities and other partners, ensuring that information is available to all affected groups, and is timely, coordinated, relevant, clear, targeted and consistent.

Programme Outcomes Framework

The framework in Figure 1 below outlines the expected outcomes of this programme. This will inform how the programme is implemented as well as how it is monitored and evaluated. A monitoring and evaluation framework will be developed based on these outcomes.

In the long-term, we expect the programme to contribute to the goal of resilient and prepared communities through the achievement of the outcomes outlined in Auckland Council's *Kia Ora Tāmaki Makaurau - Māori Outcomes Framework* and the *Ngā Hapori Momoho - Thriving Communities Strategy*. To do this, in the short and medium-term the programme aims to achieve the following outcomes:

Goal: Communities are resilient and prepared for future disasters

Short/Medium-term Outcome 1: Communities can shape and lead strategies to support their own recovery (*collective efficacy*)

Short/Medium-term Outcome 2: Communities can work together to identify, articulate and solve issues as they arise (*collective problem solving*)

Short/Medium-term Outcome 3: Communities have increased capability to lead recovery and build resilience (*leadership capability*)

Short/Medium-term Outcome 4: Communities feel connected and engaged, with diverse groups included and actively participating (*social cohesion*)

The Outcomes Framework for the programme is as follows:

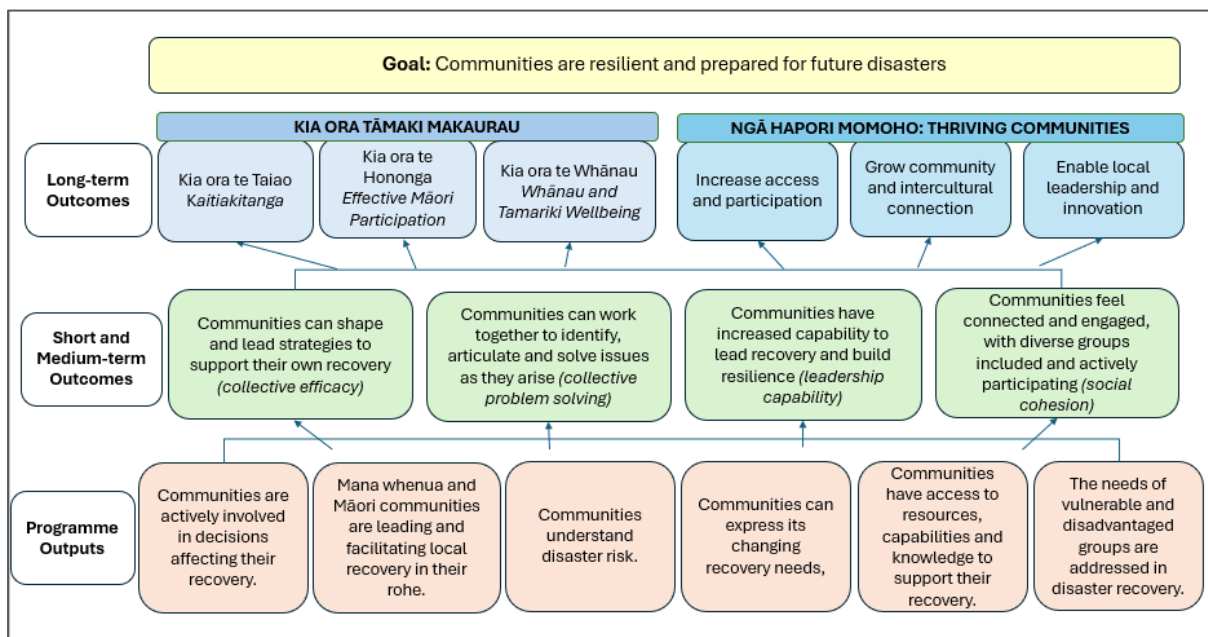


Figure 1 Local Recovery Planning Programme Outcomes Framework

Alignment with Tāmaki Makaurau Recovery Plan

The Community Recovery Planning programme supports the outcomes of the Tāmaki Makaurau Recovery Plan through creating opportunities for mana whenua and communities to shape and lead their own recoveries. The process will also increase connection and belonging and build resilience.

Ngā Putanga Outcome:

Affected communities are reconnected and resilient and have high levels of wellbeing.

Ngā Whāinga Objectives:

1. Ensure affected Aucklanders have equitable access to the information services and support they need to navigate their recovery.
2. Create opportunities for mana whenua and communities to shape and lead their own recoveries.
3. Strengthen sense of connection and belonging in affected communities.
4. Respond to the underlying causes of inequity through recovery and resilience building.

Governance

An internal governance structure has been set up to support the delivery of the Local Recovery Programme. The Structure consists of:

1. Governance Group
2. Working Group

The Governance Group is made up of senior staff from across council to ensure oversight and guidance, support the implementation and evaluation of the programme. The group will also provide recommendations about the transition and future of the programme as the Recovery Office transitions to BAU.

The working group are key staff members of the Community and Social Recovery Whenu that will be actively working on the projects. This team will be led by the Local Recovery Programme Manager, who will also have responsibility for reporting up to the Governance Group.

Stakeholder Analysis

The Local Recovery Planning programme is closely linked to other council work programmes due to the interconnected nature of readiness, adaptation and recovery work. Much of the success of the Local Recovery Planning work hinges on working closely with council colleagues to ensure that we are playing to our strengths and coordinating both our work programmes and relationship management with the community. Through working closely and flexibly with each other we can get the best outcomes for communities. The stakeholder analysis for this programme of work has identified the following stakeholders:

Auckland Council

Tāmaki Makaurau Recovery Office (TMRO)

- Linda Greenalgh - Social Recovery Manager
- Community and Social Recovery Lead Team
- Community Led Recovery Team
- Homes and Houses Recovery Team

Wider Auckland Council

- Ngā Mātārae
- Connected Communities
- Auckland Emergency Management (AEM)
- Community and Social Policy
- Governing Body
- Local Area Board members
- Chief Sustainability Officer
- Environmental Services
- Healthy Waters

External

In addition to internal stakeholders, there are many organisations working in impacted communities to support their recovery. These organisations are a part of the recovery landscape and can and do influence recovery trajectories. They therefore need to be included in the development of this mahi:

- Mana Whenua
- Mataawaka
- Communities and community groups developing recovery plans for their area.
- Locally working NGOs and those working to build resilience in impacted communities.
- Government Agencies

As a community led recovery programme, we will be supporting communities to conduct their own stakeholder analyses in their areas as part of the recovery planning process, to encourage inclusion and equity.

Timeline

Below is a high-level timeline for the Local Recovery Programme. The three work streams will run over a three-year period, with an anticipated move of the Tāmaki Makaurau Recovery Office (TMRO) into the Business as Usual (BAU) of Auckland Council taking place somewhere towards the end of 2025.

A detailed overview of the timeline for of each of the three work streams can be found in the associated individual Project Design Documents.

| | | 2024 | | | | 2025 | | | | 2026 | | | | 2027 | | | |
|------------------------------|----------------------------------|--|---|--------------------|-----------|-------------------------|-------------------------|-----------|-----------|--------------|-------------|-----------|-----------|--------------|-------------|-----------|--|
| | | April - June | July - Sept | Oct - Dec | Jan - Mar | April - June | July - Sept | Oct - Dec | Jan - Mar | April - June | July - Sept | Oct - Dec | Jan - Mar | April - June | July - Sept | Oct - Dec | |
| PRIORITY COMMUNITIES PROJECT | Henderson/Ranui | Phase 1: Community Recovery Planning | | | | Phase 2: Implementation | | | | | | | | | | | |
| | Māngare | | Phase 1: Community Recovery Planning | | | | Phase 2: Implementation | | | | | | | | | | |
| | Mt Roskill/Wesley | | Phase 1: Community Recovery Planning | | | | Phase 2: Implementation | | | | | | | | | | |
| MANA WHENUA | Mana Whenua Recovery Planning | Mana Whenua Recovery Planning and Implementation | | | | | | | | | | | | | | | |
| IMPACTED AREAS | Impacted Areas Recovery Planning | Impacted Areas EOI | | Impacted Areas EOI | | | | | | | | | | | | | |
| | | | Impacted Areas Recovery Plan Implementation | | | | | | | | | | | | | | |

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Recovery Office transitions into BAU.