



**STATE EMERGENCY MANAGEMENT PLAN**

# **GUIDELINE B**

# **PLANNING FOR RECOVERY**

**STATE RECOVERY COORDINATION FRAMEWORK**



**Government  
of South Australia**

STATE EMERGENCY MANAGEMENT PLAN (SEMP)		
Part 1 Arrangements	Part 2 Strategies, Guidelines and Frameworks	Part 3 Supporting Plans
Governance arrangements, roles and responsibilities, and structures in place to reduce risk from hazards, and to plan and prepare for, respond to and recover from emergencies.	Various strategies, guidelines and frameworks that support the state’s emergency management arrangements.	Required plans that support the state’s emergency management arrangements (including hazard plans, capability plans, control agency plans, functional support group plans, zone emergency management plans and operations manuals).

Figure 1: The SEMP is a series of documents split over 3 parts with accompanying annexes. This Guideline sits under Part 2 of the SEMP.

The *Guideline* can be found at: <https://www.recovery.sa.gov.au/>

## State Disaster Recovery Coordination Framework – Guidelines Review

The *Guideline* is reviewed every two years.

The custodian of the *Guideline* is the State Emergency Management Committee (SEMC) who may delegate this responsibility the State Emergency Management Committee (SEMC) who may delegate this responsibility to a sub-committee of SEMC. At the time of publication, the Strategic Advice and Coordination Sub-Committee has been delegated this responsibility.

### Document Control

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Disclaimer	Users should ensure that they have the current version before taking action based on this framework

# PURPOSE

This *Guideline* outlines a brief and pragmatic approach to developing Community Recovery Plans for disaster affected communities. The guidance relates to developing early to medium-term recovery plans, with the understanding that community recovery plans need to be tailored and continuously adapted as the recovery process and the needs of communities and individuals evolve.

*Recovery* is the process of restoring or improving the livelihood and health, as well as the economic, physical, social, cultural and environmental assets, systems and activities of a disaster affected community. It is a complex process that provides an opportunity to enhance community resilience and to ‘build back better’ to avoid or reduce future hazard/disaster risk.

A *Community Recovery Plan* identifies **what** a disaster affected community wants to achieve in their recovery phase and outlines **how** they will get there. The Plan should also aim to coordinate project completion by sequencing them into an all-encompassing framework.

## AUTHORITY

The *Emergency Management Act 2004 (SA)* (the Act) sets out the arrangements under which emergencies and disasters are managed in South Australia, while the State Emergency Management Plan (SEMP) outlines the responsibilities, roles, authorities, and systems by which emergencies and disasters are managed. This *Guideline* sits under Part 2 of the SEMP.

## SCOPE AND AUDIENCE

This *Guideline* forms part of the *State Disaster Recovery Coordination Framework* (Framework) and is for recovery practitioners, decision-makers and those seeking additional guidance on the governance arrangements adopted in South Australia.

It can be helpful for recovery workers in local and state government, in private and non-government organisations (NGOs), as well as for communities, community groups and the public.

# DESTINATION

The objective of disaster recovery programs is to help communities reach a point where they are sustainable and resilient.

- ♦ A sustainable community is one that can take on the management its own recovery, without government disaster-related assistance. This means that if government disaster-related programs are not available or are withdrawn, the recovery process will begin or continue in a community that is sustainable. Also, gains achieved during government-assisted recovery will not stop (or gains be reversed).
- ♦ A resilient community is one that will be better able to withstand a future disaster. A successful recovery process promotes practices that will minimise risk to all hazards and strengthen community resilience to withstand and recover from future disasters.

How communities define themselves as sustainable and/or resilient will depend on their context, as well as their perceptions of their context and be influenced by characteristics of the event, stage of recovery, as well as their social, economic and physical environments.

Disaster recovery is unique, ‘complicated’ and ‘complex’. It is therefore important to understand the development of recovery outcomes and the need to be flexible and adaptable to how these are approached. Recovery is also both a process and an outcome:

- ♦ The **process of recovery** involves carrying out a complex, long-term, multilayered social and developmental program of activities and actions to resolve the impacts that an event has had on individuals, communities, business (including primary production), the environment, property and infrastructure
- ♦ The recovery process aims to achieve **recovery as an outcome**. That is, to restore and/or improve the livelihoods and health, as well as economic, social, cultural and environmental assets, systems and activities, of a disaster-affected community or society, aligning with the principles of sustainable development and ‘build back better’ to avoid or reduce future disaster risk.

In the past, disaster recovery programs have often focused on processes and outputs rather than outcomes. There is, however, a need to shift focus to what outcomes recovery programs aim to achieve, i.e., beginning with the end in mind. This approach also ensures that the programs are centred on communities and what they want to achieve and where they want to go. Ultimately, the aim of recovery processes is to ensure that community members lead lives they value living.

*Guideline C: Recovery Outcomes* outlines the steps towards developing community-centred outcomes and provides some templates to use as well.

# JOURNEY

Below are some steps to develop community recovery plans prior to an event, and the development of event specific recovery plans after a disaster. The methodology can be used by a group or an individual, however, a group approach based on careful and detailed needs assessments (see *Guideline D – Information and Intelligence*) is recommended.

The development of a community recovery plan is best guided by a Community Recovery Coordinator or a Council Community Recovery Coordinator. The steps are:

## STEP 1: PREPARE

- ◆ **Identify planners**, i.e., identify which stakeholders are to be involved in planning, what the planning timeframe is, etc.
- ◆ **Understand the context** - Successful recovery is based on a thorough understanding of the community context and recognising that every community will have their own history, characteristics, values and dynamics. The first step in developing a community recovery plan is to define the impacted community of interest. The next step is to develop a Community Overview or Profile which identifies community strengths, capabilities and vulnerabilities. Community overviews assist with identifying the impacted community. Community overviews and profiles provide recovery planners with an understanding of the community's pre-disaster baseline.
- ◆ **Identify the damage** – Assessment of this aspect assists with understanding what has occurred as a result of the disaster (also see *Guideline D – Information and Intelligence*). The process focusses on capturing the damage and or disruption caused, where the damage and or disruption was caused and who the damage and or disruption affected.
- ◆ **Assess the Impact** – Impact assessment is an analysis of the consequences of the disruption or disaster, based on data collected in relation to psychosocial, economic, natural and built environmental impacts. It is the process of establishing the consequences of the impact of a disaster on a community. Impact assessments identify the recovery problems requiring a solution or solutions.

## STEP 2: PLAN

- ◆ **Conduct a needs assessment** - This is a systematic process that provides information about social needs and/or other issues of affected communities. The assessment determines which recovery issues should be prioritised for action and are crucial to developing appropriate and effective recovery plans. Community needs assessments should be repeated over time so that recovery needs continue to be met as communities move through different stages of recovery.

- ◆ **Define Recovery Outcomes** - This stage addresses the recovery problems identified through the impact assessment. The recovered state is identified through this process. Consideration is given to the most effective way to deliver recovery activities/initiatives and possible risks to the implementation of these activities/ initiatives as well as potential funding mechanisms. This includes a deliberate process to review and evaluate all the options considered and their suitability to support community recovery.
- ◆ **Develop the Recovery Plan** – This stage maps the impacts, consequences, proposed recovery activities/tasks to recovery outcomes and objectives and allocate a responsible agent for their implementation/delivery. At the state and district level the document remains in the form of the recovery action plan, at the local level the recovery action plan translates to the local event specific recovery plan. Appropriate endorsement protocols apply – locally, the plan is supported by the Local Recovery Group and can be submitted through the LDMG or directly to Council, at state the lead agency for the FRG is responsible for signing off the recovery action plan.

### STEP 3: IMPLEMENT

- ◆ **Carry out actions** – This stage focuses on implementing the identified recovery initiatives to support the community recover. A number of actors participate in the implementation including those requiring support. Implementation is not a passive process.
- ◆ **Monitoring and Evaluation** - This stage focuses on monitoring and reporting on recovery process to ensure the implemented initiatives are meeting the requirements of the impacted community. If recovery initiatives are deemed to be ineffective through the reporting and monitoring they should be reconsidered with reference to the findings in stage 3. Evaluation is an assessment of the value or worth of a program or intervention and the extent to which the stated objectives have been achieved and will be completed periodically or at the end of the program. The outcomes of previous evaluations should inform stages 4 and 5.

# APPENDIX A

Key national documents/sources for recovery planning	
Australian Disaster Recovery Framework, Version 3.0, October 2022	The Framework reflects the current approach to recovery and is another step to enhance disaster resilience, and a shared commitment to develop Australia's disaster recovery discipline. <a href="https://knowledge.aidr.org.au">https://knowledge.aidr.org.au</a>
Community Recovery Handbook 2018	This document is a comprehensive guide about community recovery in Australia. It is intended for use by planners, managers and those involved in working with communities to design and deliver recovery processes, services, programs and activities. <a href="https://knowledge.aidr.org.au">https://knowledge.aidr.org.au</a>
National Principles for Disaster Recovery	The National Principles for Disaster Recovery can be used by communities, governments and recovery agencies to guide our efforts, our approach, our planning and our decision-making. Australian and New Zealand government departments, recovery support agencies and two Australian communities impacted by major disasters have worked in partnership to revise and update the principles. <a href="https://knowledge.aidr.org.au/resources/national-principles-for-disaster-recovery/">https://knowledge.aidr.org.au/resources/national-principles-for-disaster-recovery/</a>
The National Disaster Recovery Monitoring and Evaluation Framework and Database	The Framework and Database is a key tool through which this knowledge is captured and made available to help those involved in the design of disaster recovery programs. It is critical that program staff (and others) consult the database early in the recovery planning phase to draw on the knowledge learned from previous recovery evaluations, supporting the design of activities in line with intended outcomes. <a href="https://knowledge.aidr.org.au">https://knowledge.aidr.org.au</a>
Emergency Management Act 2004 (SA)	An Act to establish strategies and systems for the management of emergencies in the State; and for other purposes. <a href="https://www.legislation.sa.gov.au/legislation/acts">https://www.legislation.sa.gov.au/legislation/acts</a>
State Emergency Management Plan, 2022	The State Emergency Management Committee (SEMC) is responsible for the State Emergency Management Plan (SEMP), which outlines comprehensive emergency management arrangements. <a href="https://www.dpc.sa.gov.au/responsibilities/security-emergency-and-recovery-management/state-emergency-management-plan">https://www.dpc.sa.gov.au/responsibilities/security-emergency-and-recovery-management/state-emergency-management-plan</a>
Stronger together: SA Disaster Resilience Strategy, 2019-24	Stronger Together - South Australia's Disaster Resilience Strategy provides a foundation upon which all sectors can work together towards a more resilient South Australia and provides direction for resilience building work across four key focus areas and two cross cutting themes. <a href="https://www.safecom.sa.gov.au/initiatives/stronger-together-south-australias-disaster-resilience-strategy/">https://www.safecom.sa.gov.au/initiatives/stronger-together-south-australias-disaster-resilience-strategy/</a>
People at risk in emergencies framework for South Australia	This framework provides guidance for how State and Local governments, businesses, nongovernment organisations, community groups and individuals can work together to strengthen the

	<p>preparedness, safety and wellbeing of people who are most at risk in emergencies.</p> <p><a href="https://www.dpc.sa.gov.au/_data/assets/pdf_file/0018/34254/People-at-Risk-in-Emergencies-Framework.pdf">https://www.dpc.sa.gov.au/_data/assets/pdf_file/0018/34254/People-at-Risk-in-Emergencies-Framework.pdf</a></p>
<p>SA Capability Plan – Damage Assessment, Version 1.0, December 2020</p>	<p>The Plan outlines responsibilities, authorities and mechanisms to gather information about damage that occurs during an emergency. It ensures that information is collected and shared with appropriate agencies.</p>
<p>Guide to Recovery for Local Government in SA Local Government Recovery Toolkit – Parts 1-5</p>	<p>This Toolkit contains an integrated suite of strategic and operational guidance and resources to assist councils with recovery. It articulates councils’ and partners’ roles and responsibilities, and the expectations of both. It provides background information, tools and templates that councils can use to plan for recovery both before an emergency event and when an emergency event does occur.</p>

## APPENDIX B

### Acronyms used in the Framework, Guidelines and Procedures

Term	Definition
ABCD	Asset-Based Community Development
ASC-R	Assistant State Coordinator – Recovery
CCRC	Council Community Recovery Coordinator
CRC	Community Recovery Coordinator
CRCom	Community Recovery Committee
DPC	Department of the Premier and Cabinet
DRFA	Disaster Recovery Funding Arrangements
EMCC	Emergency Management Cabinet Committee
EPA	Environmental Protection Authority
ERFSG	Emergency Relief Functional Support Group
LGFSG	Local Government Functional Support Group
LRC	Local Recovery Committee(s)
M&E	Monitoring and Evaluation
NGOs	Non-government Organisations
PPRR	Prevention and Hazard Risk Reduction, Preparedness, Response and Recovery
PR	Public Relations
SDRCF	South Australian Disaster Recovery Coordination Framework
SEMC	State Emergency Management Committee
SEMP	State Emergency Management Plan
SERM	Security, Emergency and Recovery Management
SRC	State Recovery Coordinator
SRCPG	State Recovery Coordination and Planning Group
SROG	State Recovery Operations Group

VSA&NT	Volunteering SA&NT
ZESTs	Zone Emergency Support Team(s)



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