



STATE EMERGENCY MANAGEMENT PLAN

GUIDELINE D INFORMATION AND INTELLIGENCE

STATE DISASTER 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

This *Guideline* is reviewed every two years.

The custodian of the *Guideline* is the State Emergency Management Committee (SEMC) who may delegate this responsibility to a subcommittee 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* provides some direction on gathering and analysing information and disseminating intelligence. It also provides more specific advice about needs, damage and impact assessments after a significant event.

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.

Information relates to raw (i.e., unprocessed) data collected through damage and impact assessments. Information can come from different agencies and organisations.

Intelligence is information that has been evaluated and that results from the process of collecting, collating, analysing and disseminating recorded information/data in order to support decision making.

Needs assessment is a systematic process that provides information about social needs and/or other issues in a place or population group affected by disaster. The assessment determines which recovery issues should be prioritised for action.

Damage assessment is an estimation of the extent of damage caused by an event. It is one part of the overall impact assessment that is undertaken as a result of an emergency. Damage Assessment is aimed at collecting information to support the understanding of the built and natural recovery domains.

Impact assessment is the process of assessing the consequences of an event that go beyond direct damage and losses, including psychosocial (emotional and social), economic, built and natural domains.

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 and is associated with the state’s *Damage Assessment Capability Plan*.

SCOPE AND AUDIENCE

This *Guideline* forms part of the State Disaster Recovery Coordination Framework (the Framework) and is for recovery practitioners, decision-makers and those seeking additional guidance on the financial and administrative arrangements required for recovery support.

Although the *Guideline* is particularly focussed on government agencies, it can be helpful for recovery workers in private and non-government organisations (NGOs), as well as for communities and the public.

PRINCIPLES FOR DATA COLLECTION

Valid information and sound intelligence underpin the development of well-informed and evidence-based recovery plans that meet both the community needs and support broader government requirements. The challenge is to ensure that relevant agencies have the systems, processes and collaborative mechanisms in place to share and utilise actionable, relevant, and timely intelligence to inform recovery actions.

In the recovery space, data governance and information sharing needs to be better coordinated in an ongoing manner. Likewise, there is a need to clarify definitions and processes to improve communication.

The *Emergency Management Data Strategy* developed by the Department of the Premier and Cabinet identifies seven principles for data collected by government agencies that is relevant to any information collected in the recovery space:

- ◆ Data collected, stored and used is the property of the Crown and not of any one agency. State agencies are the custodians of that data and data needs to be managed in a flexible and responsive manner to changing technologies and conditions.
- ◆ Data should not be constrained in its sharing due to vendor lock in.
- ◆ Data is stored on the basis it is ready to share across state government and with other stakeholders as needed.
- ◆ Identifiable data is in a format to be easily shared for interjurisdictional use and meets privacy and security guidelines.
- ◆ The procurement of systems/software should be considered as a purchase for government not by a single standalone agency.
- ◆ Agencies are to maintain clear data management guidelines, i.e., standards, policies and procedures for collecting, storing, using and sharing data are well documented as are the roles and responsibilities for maintaining quality.
- ◆ Data is collected once, then used multiple times to provide a coordinated service across agencies for all South Australians.

RECOVERY DOMAINS

Recovery initiatives are separated into four key domains: social; economic; built environment (or infrastructure); and the natural environment. All recovery environments are intrinsically linked. Impacts and consequences of disasters will develop over time both within and across the four domains.

While organisations may use the concept of recovery environments to structure their plans, and set out roles and responsibilities, actions may span more than one environment, it is essential that all work is considered within a holistic view of recovery, because for disaster affected communities there is no such segmentation of environments and impacts.

Agencies working in recovery ideally need access to comprehensive data, during and after an event, to monitor the four Recovery Data Domains (Table 1).

TABLE 1: KEY RECOVERY DOMAINS, STAKEHOLDERS WHICH CAN PROVIDE OR USE INFORMATION AND INTELLIGENCE AND EXAMPLES OF DATA COLLECTED

Domain	Stakeholders	Examples of Data
Social		
The Social domain considers the impact an event may have on the health and wellbeing of individuals, families and communities. This domain is primarily concerned with: <ul style="list-style-type: none">♦ Safety♦ Shelter♦ Health♦ Psychological wellbeing	<ul style="list-style-type: none">♦ Housing services♦ Relief services, including individual and household financial support♦ Health and medical assistance♦ Psychological support♦ School support♦ Community development	<ul style="list-style-type: none">♦ Number of lives lost and/ injuries♦ Number of displaced people♦ Number of residences lost/damaged♦ Number of vehicles lost/damaged♦ Number of Serious injuries sustained♦ Duration of closures to education and/or health and other facilities
Economic		
The Economic domain considers the direct and indirect impacts that an event may have on: <ul style="list-style-type: none">♦ Business♦ Primary production♦ Tourism♦ Broader economy	<ul style="list-style-type: none">♦ Tourism providers♦ Agricultural associations♦ Peak industry bodies	<ul style="list-style-type: none">♦ Number of livestock lost/injured♦ Number of producers impacted♦ Length of time businesses are closed♦ Amount of income lost for businesses
Built environment (Infrastructure)		
The Built environment or Infrastructure domain considers the impact on essential infrastructure, including: <ul style="list-style-type: none">♦ Essential services♦ Commercial and industrial facilities♦ Public buildings and assets e.g. road networks♦ Housing	<ul style="list-style-type: none">♦ Owners and operators of telecommunications♦ Water and wastewater services♦ Transport services♦ Gas, electricity, fuel services♦ Buildings and private infrastructure♦ Ports and wharf bodies	<ul style="list-style-type: none">♦ Damage to road and rail networks♦ Duration roads are closed due to damage♦ Damage to essential infrastructure♦ Duration of power lost

Domain	Stakeholders	Examples of Data
Natural environment		
The Natural domain considers the impact that an event may have on a healthy functioning environment, which underpins the economy and society, including: <ul style="list-style-type: none"> ◆ Air and water quality ◆ Land degradation and contamination ◆ Plant and wildlife damage/loss ◆ National parks ◆ Cultural and heritage sites 	<ul style="list-style-type: none"> ◆ Natural environment, public land and waterways ◆ Environmental hazard advice ◆ Coordinated waste management, including fences, trees, houses, debris, green waste ◆ Advice and information to the community 	<ul style="list-style-type: none"> ◆ Blackwater events and loss of fish stock ◆ Damage to national parks and their infrastructure ◆ Damage to Aboriginal and/or Torres Strait Islander heritage sites ◆ Wildlife loss

KEY ASSESSMENTS IN RECOVERY

Data-driven assessments are important during all stages of recovery. Effective management of information supports the gathering, organisation, analysis, and dissemination of data to improve recovery effectiveness, better meeting the needs of the community. Three key data collection activities for recovery are:

- ◆ **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.
- ◆ **Damage assessment** – This is an assessment of the extent of damage to the built and natural recovery domains caused by an event. A comprehensive damage assessment is critical to support the transition from response focussed activities to ongoing recovery after an emergency. The information also contributes to a broader impact assessment.
- ◆ **Impact assessment** – This process is about assessing the impacts that go beyond direct damage and loss, to the impact on communities through displaced populations, power and telecommunication losses, indirect economic loss, tourism, industry, and environmental impacts. Impact assessments provide communities and policymakers with invaluable information about how a disaster manifested and with the results of previous prevention, mitigation and preparedness initiatives. These assessments can inform future disaster risk management, as well as broader sustainability goals.

Consistent data standards are especially critical during any assessment. The data from all three assessments outlined above is relied upon by a wide range of government and non-government stakeholders and informs the relief and recovery efforts across the community.

These data inform all stakeholders, including communities, and can form the basis for targeted initiatives, e.g., local, state and federal grant applications, recovery initiatives and future planning and mitigation arrangements.

NEEDS ASSESSMENT

Recovery programs aim to support affected communities to the point where they can independently manage their own recovery journeys. A critical component that underpins the development of appropriate and effective recovery programs within communities is assessing their needs after an event as well as at regular intervals to assess changes and developments.

Community needs are influenced by several factors, including the nature of the event (its type, scale, size, resulting damage and losses), time since the event, community demographics and cohesiveness, local resources and the health, wellbeing and psychological states within the community and broader economies.

Usually, within the first 48-72 hours of an event, emergency workers, first responders and relief workers collect a range of data and information through damage assessments, using evolving information on resulting damage and losses. This data and information are utilised in an initial community needs assessment that incorporates effects, community demography, available resources within the community and the pre-existing health, wellbeing and psychological states of the community.

Needs assessments need to be repeated over time as the needs of recovering communities evolve and change. Importantly, these repeated assessments need to be a community-focussed process and where possible should be community-led.

A critical part of needs assessments and recovery planning is a local community profile, which includes demographics, community-based services, structures and networks, and knowledge of existing social capital. This resource may exist before an emergency, but where a current profile is not available, it is worth the time to develop one to ensure all aspects of the community and its particular characteristics are considered.

Fundamental to any needs assessment is the challenge to determine how much of a community's needs are due to the impact of the event and to estimate what level of resources is required to support an effective community development approach in the recovery process. Some key questions that will assist with determining the level of recovery services that may need to be provided, in the initial stages and ongoing, include:

- ◆ What did the community look like prior to the emergency/disaster?
- ◆ What has been the impact on the community?
- ◆ What does the community need know?
- ◆ What can the community provide for itself?

Community information can and should be obtained from a variety of sources (Table 2).

TABLE 2: POSSIBLE SOURCES OF RECOVERY NEEDS INFORMATION/DATA

Government	Healthcare	Community	Media
<ul style="list-style-type: none">◆ Emergency services personnel◆ Police◆ Ambulance services◆ Local government◆ Essential services workers◆ Psychologists◆ Welfare workers◆ Recovery agencies◆ Relief and recovery workers	<ul style="list-style-type: none">◆ Hospitals◆ Doctors, especially general practitioners◆ Social workers◆ Mental health workers◆ Psychologists◆ Allied health workers	<ul style="list-style-type: none">◆ Affected individuals in community◆ Current or emerging community leaders or key informants, especially from culturally diverse groups◆ Community and non-government organisations and/or groups	<ul style="list-style-type: none">◆ Social media◆ Talkback radio◆ Other news media, e.g., ABC

DAMAGE ASSESSMENT

This type of assessment is the process of collecting quantifiable data that enables the assessment of the damages and losses incurred after an event. A damage assessment usually collects and verifies data damages and losses within the first 48-72 hours of the event. However, this is influenced by the type and duration of the event. For example, with floods it may take days, weeks or months for water levels to decrease sufficiently to enable accurate assessments of damages.

It is reasonable for agencies to have low levels of confidence in the accuracy and integrity of their data during early stages of collection. As time goes on, the level of confidence in the accuracy of the data will rise as damage impacts are verified.

Damage assessment includes information relates to damage to the built and natural environment. It is one part of the overall impact assessment that is undertaken.

The responsibility to implement a damage assessment process remains with the control agency (i.e., the agency responsible for managing the response operations). For small incidents, the control agency may manage the damage assessment process utilising their own processes and resources. For large and/or broad-scale incidents, the control agency will initiate SAPOL's *Damage Assessment Capability Plan* to gather the required data.

Damage Assessment Capability Plan

This Plan provides a framework by which a control agency can safely and efficiently initiate and manage a damage assessment. It applies to all emergencies where it is determined by the Control Agency, the State Coordinator or the State Recovery Coordinator that damage assessment is required.

Under the Plan, the control agency is responsible for overseeing all tasks related to the damage assessment process and they usually appoint a Damage Assessment Management Officer. This officer is responsible on behalf of the Control Agency for all aspects of damage assessment and is the single point of contact for Damage Assessment Supervisors. These supervisors are provided by SAPOL and they arrange and coordinate the damage assessment process.

Damage assessments are usually undertaken by gathering aerial imagery and/or by ground-based crews doing on-site inspections, as soon as it is safe to do so. To ensure a shared understanding of the disaster and the impact to the community, a single point of truth for damage information must be established and maintained.

Data is to be collected and validated by relevant departments, provided to a single data management system and meaningfully displayed to add value. A live feed of damage assessments will usually be displayed through the state's common operating picture platform.

The information collected is especially important for informing requests for federal funds through the Disaster Recovery Funding Arrangements (DRFA). As much data as reasonable should be provided to the Department of the Premier and Cabinet (DPC) to determine eligibility and to enable DRFA notifications be made to the Commonwealth.

Once detailed damage assessment data has been collected, it is provided to the control agency. Data collected and validated during the damage assessment process will be provided to the State Recovery Coordinator for use and further development during the recovery operation. This information helps to refine and expand DRFA requests and is also useful to determine state support and financial assistance provided to affected communities. The information is also incorporated into a broader impact assessment.

Data sharing

This *Guideline* is aligned with the principles of recovery and applies the “Ask once – share to all” principle recognising that the welfare and safety of the community, responding agencies, departments and organisations is critical.

Data sharing is to be undertaken in line with the *Public Sector (Data Sharing) Act 2016*. The management of all data/information collected must be managed in accordance with current Government protocols regarding privacy, document retention and recording. All agencies with a valid need for information should be able to access it via the control agency or the State Recovery Coordinator.

Responsibility of data management will be transferred from the control agency to the State Recovery Coordinator at the transition from the response to the recovery phase. The inter-departmental sharing of impact data is permitted to enable agencies to efficiently undertake their responsibilities. However, individual agencies may only share specific information pertinent to their role within the public domain.

Public release of information collected is the responsibility of the State Recovery Coordinator when recovery activities are in place. The retention of all electronic data will be managed under existing Government protocols and policies relating to information retention and release.

Ongoing damage assessment activities may continue during the recovery phase.

IMPACT ASSESSMENT

Following the initial damage assessments, a more detailed impact assessment across all recovery environments (social, economic, built and natural environments) is often undertaken. This is the analysis of the consequences of an event, including psychosocial (emotional and social), economic, infrastructure and natural environments.

Impact data must be managed and shared through the State Recovery Coordination and Planning Group (SRCPG) or the State Recovery Operations Group (SROG) via the recovery coordinating agency (typically DPC) and observing the *Public Sector (Data Sharing) Act 2016* (SA) and *State Records Act 1997* (SA).

For events of a larger scale and complexity, impact assessment data is required from multiple agencies or departments, and each agency is responsible for collecting, validating, and sharing that information.

Once collected, data should be recorded and shared to inform a common operating view to improve decision-making and reduce the risk that data becomes 'siloed'. Data collected and collated will become the State's single point of truth for reporting.

Information shared will be used for developing and implementing recovery support programs and services, and for reporting. Recovery partners are only authorised to share their own data, not all recovery data unless express recovery authorisation is provided. Data sharing with non-government agencies and community organisations will be managed on an as-needs basis.

Once collated, the information can also be used to provide situational analysis or community profiles to outline:

- ◆ geographical areas and demographics that have been affected
- ◆ specific supports or intervention needed by communities
- ◆ direct and indirect impacts and vulnerabilities surrounding the disaster area and communities
- ◆ key elements of recovery programming
- ◆ possible case management trends and opportunities

Recovery partners may undertake intelligence gathering for their own business purposes to facilitate decision-making in planning, developing and implementing their own recovery support and programs. The National Impact Assessment Framework (NIAF) provides further high-level guidance on how to undertake disaster impact assessments in a local government area.

IMPROVING RECOVERY PROGRAMS

Recovery programs are improved through knowledge gained from past recovery evaluations and the delivery of future recovery programs. Also, monitoring and evaluation while recovery programs are underway is important to ensure that programs are effective and appropriate.

Recovery programs should therefore be outcomes-focussed and establish qualitative and quantitative indicators during recovery program planning. Please see *Guideline C*:

Recovery Outcomes and Guideline G: Monitoring and Evaluation for more information and guidance on developing recovery outcomes, as well as monitoring and evaluation recovery programs.

Recovery damage, impact and outcomes data allows for improvements to recovery programs, increases understanding of mitigation measures and preparedness, as well informs national and jurisdictional reporting against the *Sendai Framework for Disaster Risk Reduction* goals and targets.

ROLES AND RESPONSIBILITIES

Responsibility for all aspects of emergency management, including disaster recovery, is shared between governments, individuals, industry, NGOs and communities. While the responsibilities may not be equal, they all have a responsibility to work collaboratively with the impacted community to provide a range of recovery activities, programs and services.

TABLE 3: ROLES AND RESPONSIBILITIES

Name of unit	Listed responsibilities
DPC Office of Data Analytics (ODA)	<ul style="list-style-type: none">◆ On behalf of the State Recovery Coordinator and SROG, usually develops a damage assessment repository and corresponding dashboard for response and recovery planning and reporting.
Control Agency and supporting agencies	<ul style="list-style-type: none">◆ Will implement a damage assessment process following a significant event as per SAPOL's <i>Damage Assessment Capability Plan</i>.◆ Will share early damage assessment intelligence with SRCPG/SROG.◆ Will hand over complete and validated damage assessment intelligence to the State Recovery Coordinator on transition from response to recovery.◆ Refrain from sharing or publishing aggregated data collected and held by SRCPG/SROG without explicit permission of the State Recovery Coordinator.
State Recovery Operations Group via secretariat support (typically DPC)	<ul style="list-style-type: none">◆ Support the State Recovery Coordinator to fulfil their role and responsibilities under the <i>Act (2004)</i> and SEMP.◆ Will receive damage assessment data from the Control Agency and add to the recovery impact databank.◆ Will receive impact assessment intelligence from agencies, with recovery responsibilities through the SRCPG/SROG Status Report and add to the recovery impact databank.◆ Will maintain the recovery impact databank as a 'single point of truth' and develop corresponding dashboards, reports, maps and publications.◆ Will develop community profile reports.

Name of unit	Listed responsibilities
	<ul style="list-style-type: none"> ◆ Will report to the Federal and state governments to assist with planning, developing and implementing recovery grants, funding and programs. ◆ Will share information with relevant agencies and organisations working with affected communities for planning, developing and implementing recovery programs, in line with the <i>Public Sector (Data Sharing) Act 2016</i>.
State government and non-government agencies and organisations with recovery responsibilities across the four domains – social, economic, built and natural	<ul style="list-style-type: none"> ◆ Will collect and maintain impact assessment data for planning, developing and implementing their own recovery programs. ◆ Will ensure data integrity and uphold a realistic level of confidence in information shared or published. ◆ Will provide regular, updated and validated damage assessment data to SRCPG/SROG through the SROG Status Report for inclusion to recovery impact databank. ◆ Refrain from sharing or publishing aggregated data collected and held by SRCPG/SROG without explicit permission of the State Recovery Coordinator.

APPENDIX A

Key documents related to assessments for recovery planning	
Sendai Framework for Disaster Risk Reduction, 2015-2030	The framework aims to achieve the substantial reduction of disaster risk and losses in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries by 2030. https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030
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. https://knowledge.aidr.org.au
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. https://knowledge.aidr.org.au
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. https://knowledge.aidr.org.au/resources/national-principles-for-disaster-recovery/
National Impact Assessment Framework (NIAF)	This Framework was established to enable a national consensus on the severity of significant events. It provides high-level guidance to ensure consistency in impact assessments that are conducted in the immediate aftermath of an event.
The National Impact Assessment Model (NIAM)	This model records impact data and is a component of the NIAF. NIAM assesses the severity of an event and its impact. Events are categorised as 'insignificant', 'minor', 'moderate', 'severe' or 'catastrophic'. The model uses quantitative and qualitative data to produce an impact assessment against 50 impact indicators, which are aggregated into four established recovery domains (social, built, economic and environmental).
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. https://knowledge.aidr.org.au
SA Capability Plan – Damage Assessment, Version 1.0, December 2020	The Plan outlines responsibilities, 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.

APPENDIX B

Acronyms used in the Framework, Guidelines and Procedures

Term	Definition
ASC-R	Assistant State Coordinator – Recovery
ABCD	Asset-Based Community Development
CCRC	Council Community Recovery Coordinator
CDO	Community Development Officer
CRC	Community Recovery Coordinator
CRO	Community Recovery Officer
CRCtee	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
LRG	Local Recovery Group
LC	Local Recovery Committee
M&E	Monitoring and Evaluations
NGOs	Non-government Organisations
PPRR	Prevention and Hazard Risk Reduction, Preparedness, Response and Recovery
PR	Public Relations
RRE	Resilience, Recovery and Engagement Subcommittee
SDRCF	State 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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