



STATE EMERGENCY MANAGEMENT PLAN

STATE DISASTER RECOVERY COORDINATION FRAMEWORK

SEPTEMBER 2022



**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 Disaster Recovery Coordination Framework sits under Part 2 of the SEMP.

The State Disaster Recovery Coordination Framework can be found at:
<https://www.recovery.sa.gov.au/>

The State Disaster Recovery Coordination Framework is reviewed annually.

The custodian of the South Australian Disaster Recovery Coordination Framework is 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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Managed and maintained by	Department of the Premier and Cabinet
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Disclaimer	Users should ensure that they have the current version before taking action based on this framework

PURPOSE

STRUCTURE OF THE FRAMEWORK

The State Disaster Recovery Coordination Framework (SDRCF) describes the principles and arrangements that support a coordinated, effective and community-centred approach to assist impacted South Australian communities.

A. RECOVERY

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.

B. THE FRAMEWORK

The SDRCF incorporates (1) Guidelines and (2) Procedures on specific recovery aspects as presented below:

STATE DISASTER RECOVERY COORDINATION FRAMEWORK (SDRCF)

1. State Disaster Recovery Guidelines	
A. Governance	The arrangements, legal frameworks and policy mechanisms to guide, coordinate and oversee strategic and operational disaster recovery
B. Planning	The collection, analysis and dissemination of information and the development of plans for the longer-term successful resolution of recovery
C. Outcomes	The development of outcomes-focussed recovery programs for affected communities after emergency events of different scales
D. Operations	The management of operational tasks and the application of resources to achieve resolution of early recovery operations
E. Intelligence & Information	The collection of damage and impact intelligence, the management of that intelligence and the timely provision of validated information to facilitate recovery operations
F. Communications & Engagement	The delivery of communications and implementation of community engagement to understand community needs and deliver support to impacted communities
G. Finance & Administration	The allocation and monitoring of state and federal funds, the management of records to support the recovery effort, as well as the office procedures to support recovery coordination
H. Monitoring & Evaluation	A consistent approach to the monitoring and evaluation of any recovery program that will allow the lessons identified to improve future recovery efforts

2. State Disaster Recovery Procedures

I. Provision of Grants and Funding post-disaster	Various methods and processes to disseminate funding, grants and other financial assistance to affected individuals, communities, councils or support agencies
II. DPC Assistance for managing spontaneous volunteers	The registration, deployment and management of volunteers deployed via Non-Government Organisations, and spontaneous volunteers
III. Registration of donated goods or offered services & support	The management of donated goods and steps to activate online registration of material assistance after a disaster by members of the public
IV. Coordinated Water Replenishment	The provision or replenishment of urgent/critical water supplies to property owners/tenants after an incident in which State Government coordinated recovery is established

BACKGROUND

The *Emergency Management Act 2004 (SA)* (the Act) sets out the arrangements under which emergencies and disasters are managed in South Australia.

The State Emergency Management Plan (SEMP) is prepared pursuant to the Act and outlines the 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.

The SEMP also outlines the principles for emergency management in South Australia.¹

There were important changes in the SA Government's approach to recovery in 2020:

- A machinery of government change shifted the recovery function from the State Recovery Office, Department of Human Services to the Security, Emergency and Recovery Management (SERM) team, Department of the Premier and Cabinet (DPC).
- Another major change was the shift in focus from conducting recovery operations to DPC taking on a recovery planning and coordination role, especially in larger events.
- State government (DPC) now coordinates recovery when an event exceeds the capacity of local government or requires greater support, coordination and oversight.
- For less complex events, recovery is to be led at the community level, with varying levels of involvement of specific government agencies depending on the nature of the hazard causing the damage.

¹ Please refer to the SEMP. Version 2.0 was approved by the State Emergency Management Committee on 23 August 2022.

SCOPE AND AUDIENCE

The SDRCF applies to all phases of recovery, all communities, as well as all hazards of all scales (minor to catastrophic). Major foci are the role of state government in assisting recovery and key actions to prepare and carry out recovery activities.

In South Australia, responsibility for all phases in emergency management (prevention, preparedness, response, and recovery - PPRR) is shared between state and local governments, business and industry, non-governmental and community service organisations, as well as communities and individuals.

While responsibilities may not be shared equally, all stakeholders are charged with working collaboratively with affected communities to provide a range of recovery activities, programs and services.

The SDRCF supports all entities involved in recovery. It is aimed at decision-makers, planners and practitioners across the emergency management sector, especially in government agencies and emergency services. It is also relevant for other recovery workers, i.e., members of local community groups, service providers and community organisations, as well as those involved in self-initiated or spontaneous recovery activities.

The SDRCF aligns with the Principles in the SEMP, is subordinate to legislation and existing arrangements and does not subsume existing arrangements at any level.

UNDERSTANDING RECOVERY

Disasters and emergencies create or exacerbate acute shocks and chronic stressors in communities and society. Overall aims of recovery are to:

- ◆ Restore or improve lives and livelihoods, as well as the economic, physical, social, cultural, and environmental assets and systems of a disaster-affected community.
- ◆ Align with the principles of sustainable development and ‘build back better’ and avoid or reduce future disaster risk.
- ◆ Through medium- and long-term recovery, rebuild and sustainably restore resilient critical infrastructures, services, housing, facilities, and livelihoods required for the functioning of a community affected by a disaster.

South Australia’s approach to recovery is underpinned by national better practices and alignment with state and national policy documents, including the Australian Disaster Recovery Framework², the Community Recovery Handbook,¹ the National Principles for Disaster Recovery,³ and the Monitoring and Evaluation Framework for Disaster Recovery Programs⁴ (also see Appendix A).

The state’s approach to recovery is comprehensive, collaborative, principle-based and community-centred with the recovery process being orientated towards achieving defined recovery outcomes for affected communities.⁵

RECOVERY AS A PROCESS

The process of recovery is the restoring, rebuilding, and reshaping the physical, social, economic and natural environments through pre-event planning and post-event actions.

The process is complex, long-term, multi-layered with evolving social and developmental aspects that involves different stakeholders, services and supports. Importantly, it is more than simply the replacement of what has been destroyed and the rehabilitation of those affected. Recovery can also provide an opportunity to improve local conditions by enhancing social and natural environments, infrastructure and economies.

For affected individuals and communities, recovery is the journey of coming to terms with the impacts of a disaster and managing the disruptions and changes caused. For some people, this means adopting or adapting to a new way of living, sometimes in a positive way, but often it involves negative consequences.

Figure 1 illustrates the non-linear nature of the PPRR comprehensive approach to emergency management. It highlights the importance of recovery in all four phases of emergency management i.e., the need to consider and plan for recovery during preparedness and mitigation as well as response.

It identifies the importance of recovery as a critical interface with the impacted community in the response phase through activities such as evacuations, establishment of relief

² Currently awaiting endorsement by the Australia-New Zealand Emergency Management Committee

³ <https://knowledge.aidr.org.au/resources/national-principles-for-disaster-recovery/>

⁴ Argyrous, G. A Monitoring and Evaluation Framework for Disaster Recovery Programs, 2016. <https://knowledge.aidr.org.au/media/5967/a-monitoring-and-evaluation-framework-for-disaster-recovery-programs-v2.pdf>

⁵ As defined in the provisional National Recovery Framework.

centres, provision of temporary accommodation and psychological first aid. It also illustrates recovery's relationship with the other elements of emergency management, recognising the interdependencies between each phase.

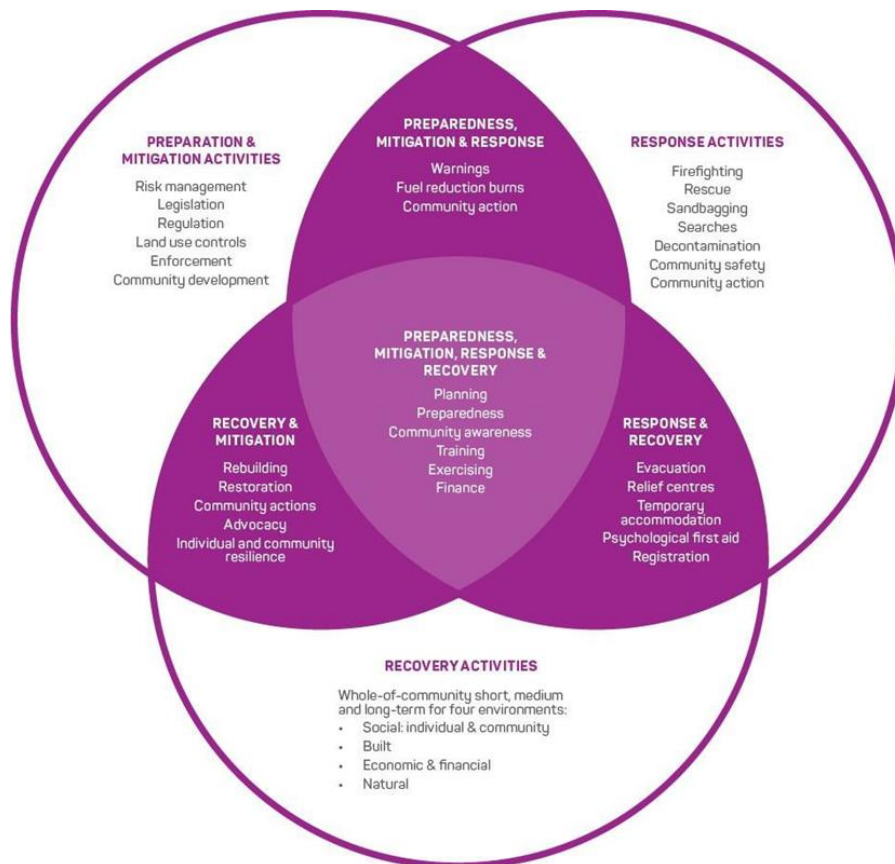


Figure 1: Programs and Activities Supporting Disaster PPRR
 Source: AIDR Community Recovery Handbook (2018)

RECOVERY OUTCOMES

Recovery as an outcome is having relevant aspects related to impacted socio-economic circumstances, as well as relevant built and natural environments restored in line with the principles of sustainable development and ‘build back better’.

The outcome of being ‘recovered’ for individuals and communities is them reaching the point where they are able to lead a life that they value living, even if it is different from the life they had before the disaster event.⁶

For both individuals and communities, the journey from experiencing a disaster and ‘being recovered’ is long, complex, multi-layered, distinct and influenced by a myriad of factors. These included lived experiences and community profiles before and after the event, the type and scale of the event, economic circumstances, etc. There are different phases throughout this journey as illustrated by Figure 2.

6 Australian Disaster Resilience Community Recovery Handbook (AIDR 2018), Melbourne, <https://knowledge.aidr.org.au/resources/handbook-community-recovery/>

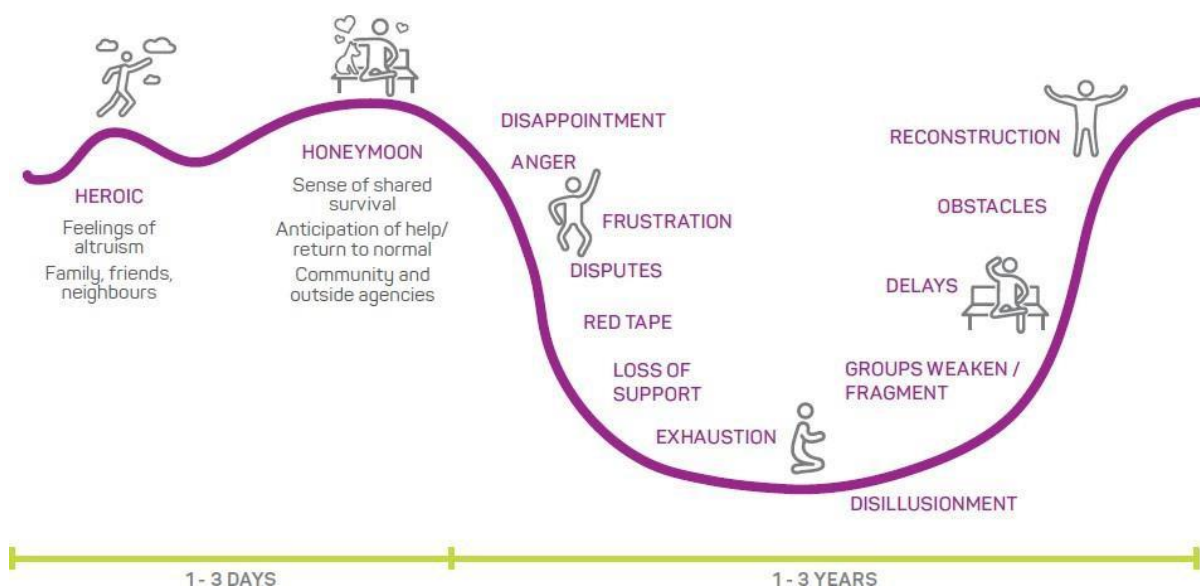


Figure 2. Illustration of emotional states at different times post-disaster
 Source: Adapted from Cohen and Ahearn 1980, and DeWolfe 2000.

SUCCESSFUL RECOVERY

Research and collective, lived experience have consistently demonstrated that the Australian community view recovery programs holistically. The success or failure is not isolated to individual recovery entities or functions. Rather, the let-down of any individual actor is likely to compromise community recovery outcomes, and subsequently trust and confidence in all participating institutions.

It is therefore important that all interested stakeholders approach recovery with a shared vision of success, and a commitment to collective, co-ordinated action.

All jurisdictions' and entities' arrangements should be designed and developed with the expectation that integration and/or co-ordination with other major stakeholders is essential. This is particularly relevant for government organisations that are required to co-ordinate horizontally within their level of government but also with other levels of government.

The **National Principles for Disaster Recovery** (the National Principles) identify that successful recovery relies on six key elements (Table 1).

These National Principles define good practice, are a basis for accountability and evaluation and guides recovery in South Australia. They are further supported by a set of Characteristics for Successful Recovery Programs (the Characteristics), also shown in Table 1.

TABLE 1: NATIONAL PRINCIPLES FOR RECOVERY AND CHARACTERISTICS FOR SUCCESSFUL RECOVERY PROGRAMS AGAINST THE CONTEXT IN WHICH RECOVERY TAKES PLACE

National Principles for Recovery	Characteristics for Successful Recovery Programs	Context in which recovery takes place
1. Understand the community context , with each community having its own history, value, and dynamics	<p>Tailored to reflect the specific context and individual community profiles</p> <p>Whole-of-Community inclusive of at-risk people and respectful of culturally diversity</p>	<ul style="list-style-type: none"> ◆ An unpredictable, emergency nature ◆ The need to provide services in an uncertain and rapidly changing environment ◆ The application of skills to unanticipated or unprecedented challenge ◆ High levels of both acute and ongoing stress ◆ Exposure to direct, indirect, or vicarious trauma ◆ A highly charged personal work environment and potentially challenging inter-agency relationships ◆ Exposure to intense emotions ◆ Strong scrutiny of work performance (often by politicians, community members and the media).
2. Recognise the complexity and dynamic nature of emergencies and communities	<p>Dynamic anticipating and responsive to the complex and dynamic context</p>	
3. Use community-led approaches that are responsive and flexible, engaging communities and empowering them to move forward	<p>Needs and evidence-based to design, manage and adjust based on needs, evidence from diverse sources, community input and lessons identified</p> <p>Community-led respecting the role of communities and engaging and enabling communities through all recovery stages</p> <p>Demand-driven to address community needs and aspiration</p>	
4. Coordinate activities using an adaptive approach based on continuing assessment of impacts and needs	<p>Interoperable because functions and resources are compatible and based on needs for combined actions throughout the process</p>	
5. Communicate effectively with affected communities and other stakeholders	<p>Scalable and flexible in the face of unknown and potentially compounding consequences</p> <p>Collaborative design and management of programs</p>	
6. Acknowledge and build on community, individual and organisational capacity	<p>Capability-focussed by recognising, utilising and growing existing recovery capabilities</p> <p>Resilient to enable sustainable enhancement of lives, livelihoods and community resilience</p>	

SYSTEMS APPROACHES TO RECOVERY

Recovery occurs in several phases and, to aid understanding, can be viewed as a transitional process (Figure 3) or as a life cycle (Figure 4).

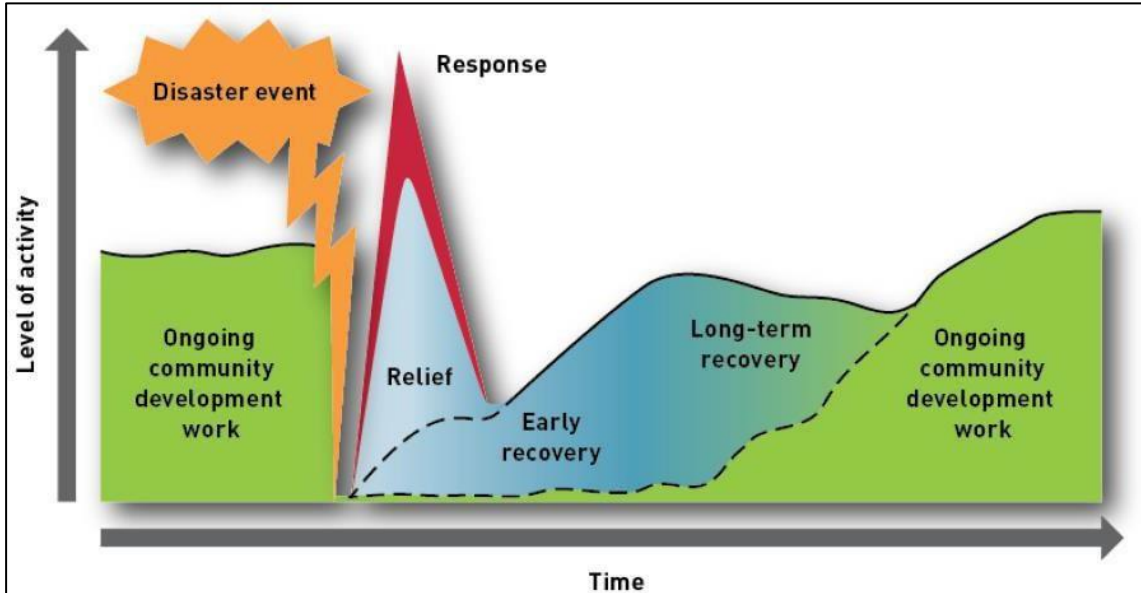


Figure 3: Transition from response to recovery

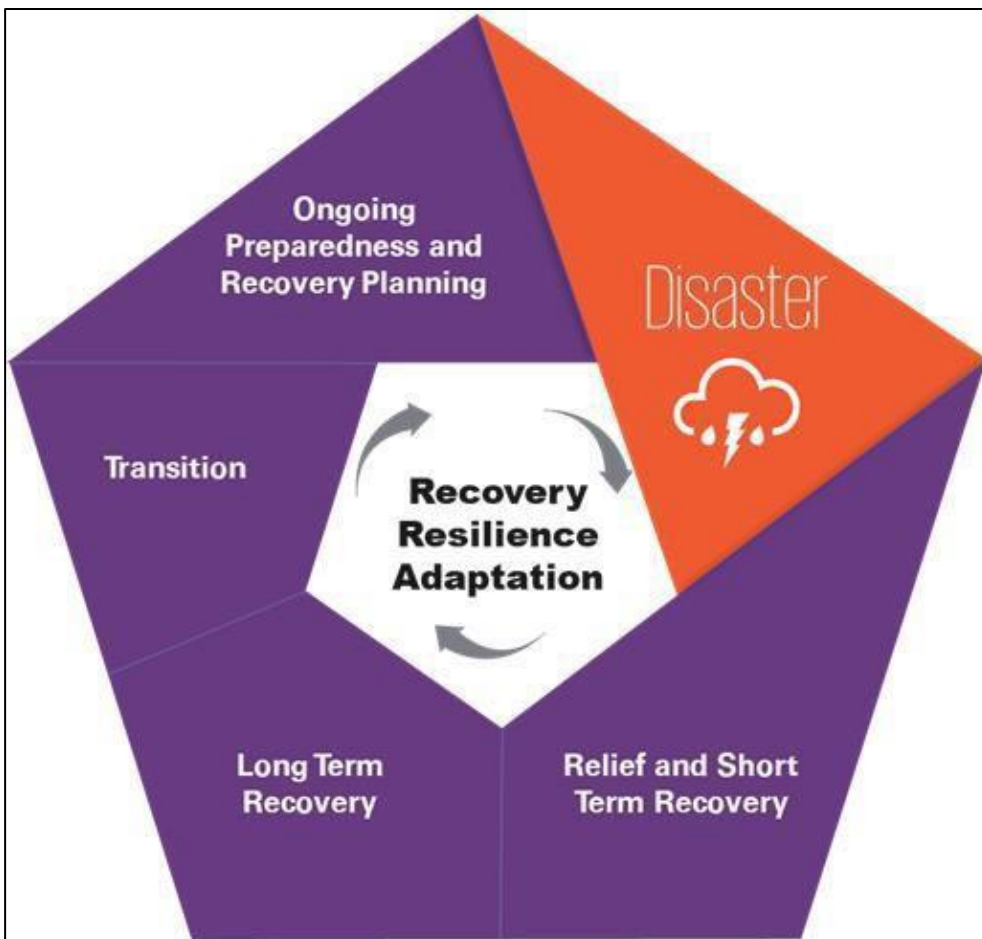


Figure 4: The recovery life cycle

It is important to note that transition to the next stage of recovery is not defined by specific milestones. Rather, people and communities move through the recovery life cycle in line with their individual recovery needs and specific contexts. Table 2 identifies the application of recovery through the phases.

TABLE 2: KEY PHASES OF RECOVERY

Resilience	Ongoing preparedness	Recovery planning covers both planning as part of ongoing preparedness for events and event-specific recovery plan(s) to facilitate recovery from disasters. Includes capability development, policy development and resilience building to prepare jurisdictions, local governments and communities for future recovery operations.
	Recovery planning	Recovery planning is most effective when integrated as a component of the response and recovery program which occurs well in advance of an event. Ongoing Recovery Planning covers the development of a whole-of-community approach to mitigate the effects and manage the consequences of an emergency or disaster. Event-specific recovery plans are most effective when they are informed by locally-led risk impact and needs analysis. Event-specific plans may be developed at all levels, (local, state, territory and national) with each recovery agency responsible for contributing to the whole of government system and ensuring processes are in place to support them.
	Relief and short-term recovery operations	Covers the period during and immediately after an event (hours to weeks), including: <ul style="list-style-type: none"> ◆ rapid impact assessment; ◆ early relief and emergency assistance recovery needs assessment; ◆ short-term planning. <p>This phase may occur in parallel to response and end when all disaster response activities are transitioned to relevant agencies for dedicated recovery and reconstruction.</p>
	Long-term recovery	Covers medium-to long-term recovery efforts and could range from several months to many years. This phase includes: <ul style="list-style-type: none"> ◆ community engagement and participation processes; ◆ ongoing impact and recovery needs assessments; ◆ rebuilding and renewal programs and projects. <p>Some elements of recovery will continue until well after the affected community is able to manage on its own. At this point, functions can begin to transition back to relevant agencies' normal operational functions.</p>
	Transition	Covers the progressive handover of recovery responsibilities to agencies or organisations, including government, local government, community-based or industry-led sectors that would normally support recovery environments. In recognition of the different needs and timeframes of recovering communities, this phase will be gradual and non-uniform. It must continue to remain sensitive to the needs of the community. The transition stage identifies lessons and implements improvements to increase resilience as part of recovery processes and planning moving forward.
		Acknowledges the need for all aspects of recovery to contribute to enhancing the resilience of our communities.

Recovery initiatives are separated into four key domains: social, economic, built, and natural. Table 3 outlines the context of these domains and identifies common key stakeholders.

TABLE 3: KEY DOMAINS AND STAKEHOLDERS

Domain	Stakeholders
Social	
<p>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:</p> <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
Economic	
<p>The Economic domain considers the direct and indirect impacts that an event may have on:</p> <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
Built	
<p>The Built or Infrastructure domain considers the impact on essential infrastructure, including:</p> <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 ICT & telecommunications ◆ Water and wastewater services ◆ Transport services ◆ Gas, electricity, fuel services ◆ Buildings and private infrastructure ◆ Ports and wharf bodies
Natural	
<p>The Natural domain considers the impact that an event may have on a healthy functioning environment, which underpins the economy and society. Components of the natural environment include:</p> <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

RECOVERY FUNCTIONS IN SOUTH AUSTRALIA

The recovery functions outlined below form part of the SDRCF and are further articulated within their respective Guidelines. These Guidelines serve as anchors for procedures to support recovery workers across the emergency management sector.

A. GOVERNANCE

The Guidelines describe the key roles and governance groups of departments, agencies, and organisations within recovery.

Good governance needs to be transparent, inclusive, collective, and efficient if it is to address recovery needs and avoid creating or compounding disaster risks. Governance of recovery operations is guided by the National Principles for Disaster Recovery and includes the establishment of clear and robust:

- ◆ authority, roles, and responsibilities for key stakeholders
- ◆ governance leadership, including the appointment of key individuals and establishment of organisations to facilitate effective recovery governance
- ◆ policies, mechanisms, and legal arrangements to guide recovery program development, delivery, monitoring and review
- ◆ oversight, risk, compliance, and assurance arrangements for recovery programs.

B. PLANNING

This Guideline describes a five-step planning process that is used to develop a detailed recovery plan for specific disaster recovery. It includes information on community needs assessment.

In the aftermath of a disaster, regardless of whether it is a natural or human-engineered event, the focus of the recovery plan is on restoration and resilience. A recovery plan is required to identify the short-, medium- and long-term projects that will be critical to returning society to business as usual, and to coordinate project completion by incorporating them into an all-encompassing framework. The five steps in the planning process are:

- ◆ 1. Scoping and framing
- ◆ 2. Domain goal identification and analysis
- ◆ 3. Project and coordination plan development
- ◆ 4. Plan analysis and testing
- ◆ 5. Authorisation, implementation, and reporting

C. OUTCOMES

This Guideline outlines the process of developing outcomes-focussed recovery programs for affected communities after emergency events of different scales. It provides some templates to assist in this. An emphasis on outcomes shifts the focus from being process and timeline-driven to underscoring a people-centred approach in recovery activities.

D. OPERATIONS

This Guideline describes the formal and informal mechanisms for coordinating stakeholders involved in immediate recovery operations, including specific guidance on roles and responsibilities, the management of donated goods and services, and engagement with third party affiliates such as NGOs and the private sector.

It outlines guidance for collaboration with other jurisdictions, and coordination of multi-jurisdictional recovery events, as well as considerations around surge workforce and the utility of the public sector mobility program.

E. COMMUNICATIONS AND ENGAGEMENT

This Guideline refers to arrangements, plan development and key channels to guide, coordinate and oversee communications, media and community engagement through disaster recovery.

Good communication seeks to instil confidence and support impacted communities with responsive, clear, and timely information for their recovery process, and keep them and the general public abreast of recovery progress.

Good engagement ensures disaster recovery programs are relevant to communities and supports transition to managing their own recovery.

F. INTELLIGENCE AND INFORMATION

This Guideline provides more information on damage and impact assessments.

Valid information and sound intelligence are critical components in developing well-informed and evidence-based recovery plans that meet community needs and support broader government requirements.

To ensure a shared understanding of the disaster and the impact on the community, a single point of truth for impact must be established and maintained for both damage and impact assessments.

G. FINANCE AND ADMINISTRATION

Recovery finance and administration refers to the arrangements and policy mechanisms to guide the additional administrative requirements of disaster recovery operations and coordination, the allocation and monitoring of funds including Disaster Recovery Funding Arrangements requirements, and management of records to support the recovery effort.

H. MONITORING AND EVALUATION

This Guideline outlines a consistent approach to the monitoring and evaluation of recovery programs that will allow the lessons identified to improve future recovery efforts.

APPENDIX A

DOCUMENTS RELEVANT FOR DISASTER RECOVERY

NATIONAL

- ◆ National Disaster Risk Reduction Framework
- ◆ National Strategy for Disaster Resilience
- ◆ Australian Disaster Preparedness Framework
- ◆ Provisional National Recovery Framework
- ◆ National Recovery Principles
- ◆ Disaster Recovery Funding Arrangements (DRFA)
- ◆ National Community Recovery Handbook
- ◆ Australian Disaster Resilience Index
- ◆ Guidelines for Interjurisdictional Assistance (Community Recovery) 2019
- ◆ Second National Action Plan for Disaster Risk Reduction (draft)
- ◆ Profiling Australia's Vulnerability
- ◆ Systemic Disaster Risk Handbook
- ◆ National Framework for Disaster Recovery Monitoring and Evaluation
- ◆ Australian Government Crisis Management Framework, 2021
- ◆ Australian Emergency Management Arrangements Handbook
- ◆ Australian Government and Defence emergency assistance arrangements (DACC and DFACA)
- ◆ *National Emergency Declaration Act 2020* (Cth)

SOUTH AUSTRALIA

- ◆ *Emergency Management Act 2004* (SA)
- ◆ State Emergency Management Plan
- ◆ Stronger Together: SA Resilience Strategy
- ◆ Stronger together: SA Disaster Resilience Strategy
- ◆ People at risk in emergencies framework for South Australia
- ◆ SA Emergency Management Assurance Framework
- ◆ SA Emergency Management Lessons Management Framework
- ◆ Financial Assistance Policy

APPENDIX B

Five-year outcomes from the National Disaster Risk Reduction Framework

National Priority	Five-year outcomes
1. Understand disaster risk	<ul style="list-style-type: none"> ◆ Legal liability of decision makers relating to disaster risk information is further understood and acted upon ◆ Australia is supported with enduring and cohesive national capabilities that enable the creation, capture and sharing of useful disaster risk information ◆ Meaningful disaster risk information is freely disclosed, shared and integrated into risk planning across sectors
2. Accountable decisions	<ul style="list-style-type: none"> ◆ Public, private and community sector decision-makers are working towards addressing disaster risk along with other risks ◆ Decision-making processes and models, including cost benefit analyses, adequately address current and future disaster risks ◆ Priority disaster risks are identified and actively mitigated ◆ Integrated and robust frameworks are used to assess and reduce disaster risk in all environments, but particularly infrastructure, land use and development planning
3. Enhanced investment	<ul style="list-style-type: none"> ◆ Existing and future disaster risk reduction investments target high priority locally and nationally significant disaster risks ◆ Where possible, investment in disaster risk reduction is designed to maximise broader outcomes including increased productivity, improved connectivity, and social inclusion ◆ Investments in disaster risk reduction and resilience limit future disaster recovery costs
4. Governance, ownership and responsibility	<ul style="list-style-type: none"> ◆ All sectors and communities understand the extent to which they have a responsibility to reduce disaster risk ◆ Mechanisms are in place nationally to identify and reduce disaster risk arising from cross-sector interdependencies ◆ Transferred ownership of disaster risk through commercial exchanges is transparent and acknowledged ◆ All sectors and communities are engaged in a national mechanism to connect and guide efforts to reduce disaster risk



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