SA Disaster Recovery Coordination Framework

Purpose

This overview provides guidance on the South Australian Disaster Recovery framework, recovery principles and complementary recovery coordination guidelines.

The South Australian Disaster Recovery Framework (the Framework) aligns with the National Recovery Framework to provide a consistent and shared vision, and a common understanding of South Australia's approach to Disaster Recovery.

This Framework details the arrangements and structures to support the South Australian Government in its coordination of recovery assistance to disaster-impacted communities.

The Framework:
- Provides general guidance for decision-makers, planners, and practitioners on their role in recovery programs.
- Describes formal and informal mechanisms for coordinating with stakeholders involved in recovery, including specific guidance on roles and responsibilities.
- Directs readers to better practice for recovery.
- Outlines guidance for collaboration with other jurisdictions, and coordination of multi-jurisdictional recovery events.
- Provides a conceptual model for recovery, which could be applied to further develop recovery arrangements and capabilities.

Scope

The Framework provides the overarching mechanisms and principal guidance for coordinating and delivering an inclusive set of recovery interventions across whole-of-government which applies to all:
- Phases of recovery
- Communities
- Hazards of all scales (minor to catastrophic).

The scope of this Framework includes the stage of recovery (within the broader concept of prevention, preparedness, response, and recovery) and the key actions required to prepare for recovery.

This Framework supports all departments involved in recovery during a state-led disaster, is subordinate to legislation and existing arrangements such as the State Emergency Management Plan (SEMP), and does not subsume existing arrangements at any level.

Audience

This framework is designed for recovery practitioners, decision-makers and those seeking additional guidance on the nuances of the recovery landscape. This could include recovery workers across all sectors – public, private, and non-government organisations (NGOs).

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, all have a responsibility to work collaboratively with the impacted community to provide a range of recovery activities, programs, and services.

Context

The *Emergency Management Act 2004* (the Act) sets out the arrangements under which emergencies and disasters are managed in South Australia, including the appointment of the State Recovery Coordinator.

The SEMP is prepared pursuant to the Act and outlines the responsibilities, roles, authorities, and systems by which emergencies and disasters are managed in South Australia. The Guidelines in Part 2 are designed and intended to complement the Act and the SEMP.

Successful recovery from disaster requires a whole-of-government coordinated engagement.

South Australia is committed to continually improving our recovery arrangements. As part of the process of continuous improvement, learnings from numerous reviews, reports and inquiries have identified opportunities to enhance our whole-of-government recovery arrangements.

Recovery from disasters is a complex and often lengthy process, with communities having different needs and recovering at different rates. The National Recovery Framework defines recovery as both an outcome and a process.

Outcome

The South Australian framework defines recovery as the restoration or improvement of livelihoods and health, as well as the economic, physical, 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.

Process

Sustainable disaster recovery includes the processes of restoring, rebuilding, and reshaping the physical, social, economic and natural environments through pre-event planning and post-event actions.

Disasters create or exacerbate acute shocks and chronic stressors in our community. In recovering from these, we aim 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.

The South Australian Framework has been designed for all stakeholders involved in Recovery and is delivered in two parts. The first part of the framework provides:

- Recovery in Emergency Management and Recovery Principles
- The Recovery Life Cycle
- Successful recovery in South Australia.

Part Two provides additional detail on the core components of recovery, including:

- Recovery Governance Guidelines
- Recovery Operations Guidelines and associated procedures
- Recovery Planning Guidelines and associated procedures
- Recovery Intelligence and Information Guidelines and associated procedures
- Recovery Communications and Engagement Guidelines and associated procedures
- Recovery Finance and Administrative Guidelines and associated procedures.

Part One

Recovery in Emergency Management and Recovery Principles
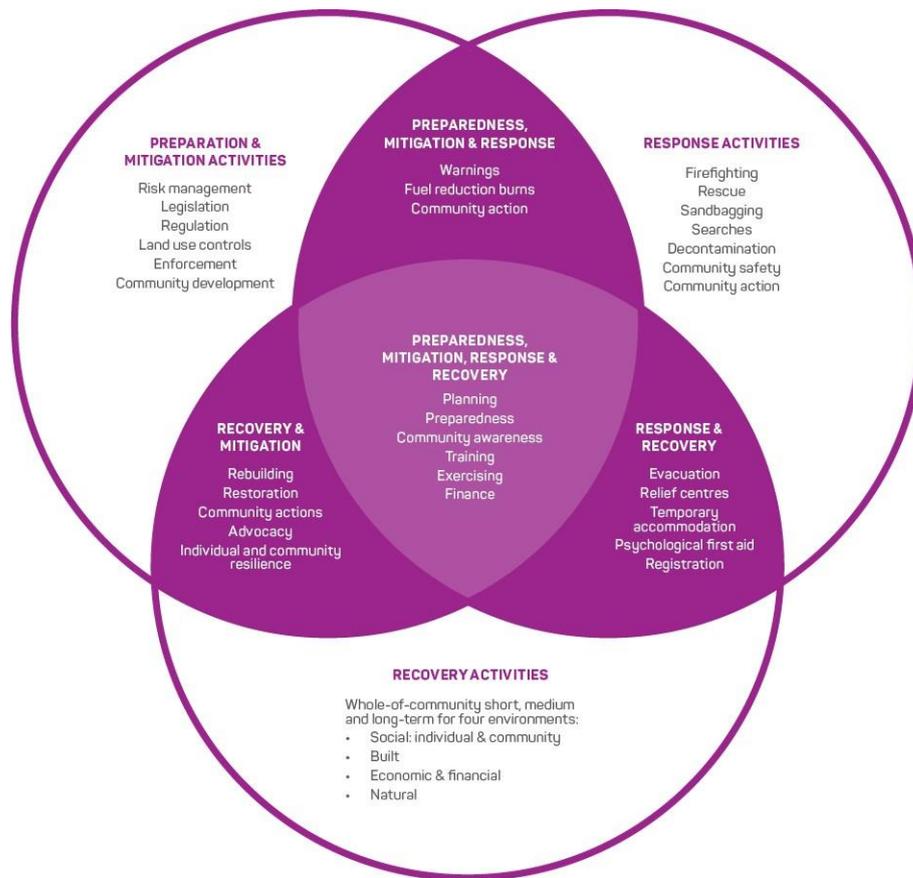
Disaster recovery is part of emergency management, which also includes the broader components of prevention, preparedness, and response. Figure 1 illustrates the non-linear nature of the prevention (mitigation), preparedness, response and recovery (PPRR) comprehensive approach to emergency management.

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 also 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 centres, provision of temporary accommodation and psychological first aid.

Figure 1 also illustrates recovery's relationship with the other elements of emergency management, recognising the interdependencies between each phase.

Government of South Australia
Department of the Premier
and Cabinet

Figure 1: Programs and Activities Supporting Disaster PPRR

PREPARATION & MITIGATION ACTIVITIES
Risk management
Legislation
Regulation
Land use controls
Enforcement
Community development

PREPAREDNESS, MITIGATION & RESPONSE
Warnings
Fuel reduction burns
Community action

RESPONSE ACTIVITIES
Firefighting
Rescue
Sandbagging
Searches
Decontamination
Community safety
Community action

PREPAREDNESS, MITIGATION, RESPONSE & RECOVERY
Planning
Preparedness
Community awareness
Training
Exercising
Finance

RECOVERY & MITIGATION
Rebuilding
Restoration
Community actions
Advocacy
Individual and community resilience

RESPONSE & RECOVERY
Evacuation
Relief centres
Temporary accommodation
Psychological first aid
Registration

RECOVERY ACTIVITIES
Whole-of-community short, medium and long-term for four environments:
- Social: individual & community
- Built
- Economic & financial
- Natural

Source: AIDR Community Recovery Handbook (2018)

Understanding Recovery

Recovery is a long-term, multi-layered social and developmental process that is more than simply the replacement of what has been destroyed and the rehabilitation of those affected. Figure 2 demonstrates the level of activity over time following a typical natural disaster event, such as fire, flood, or earthquake.

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, program, and services.

Planning for recovery is integral to emergency preparation, and mitigation actions may often be initiated as part of recovery.

Disaster recovery can provide an opportunity to improve local conditions by enhancing social and natural environments, infrastructure and economies. The outcomes of a coordinated and well-managed recovery can contribute to a more resilient community.

Government of South Australia
Department of the Premier and Cabinet

Figure 2: Transition from Response to Recovery
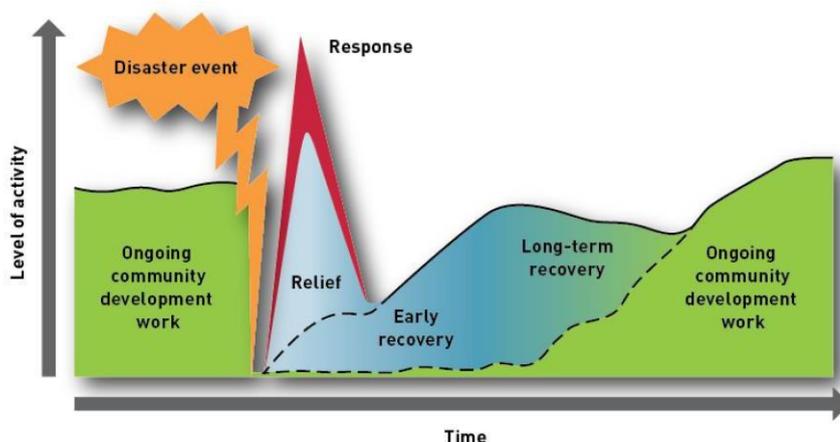
Principles

The **National Principles for Disaster Recovery** (National Principles) were refined by the Social Recovery Reference Group (Australia and New Zealand) (SRRG 2018). The principles identify that successful recovery relies on six key elements:

1. Understand the community context.
2. Recognise the complexity and dynamic nature of emergencies and communities.
3. Use community-led approaches that are responsive and flexible, engaging communities and empowering them to move forward.
4. Coordinate activities using an adaptive approach based on continuing assessment of impacts and needs.
5. Communicate effectively with affected communities and other stakeholders.
6. Acknowledge and build on community, individual and organisational capacity.

Disaster recovery work is carried out in an environment that is characterised by:

- Its unpredictable, emergency nature
- The need to provide services in an uncertain and rapidly changing environment
- The application of skills to unanticipated or unprecedented challenges
- 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).

Government of South Australia
Department of the Premier and Cabinet

As depicted in Figure 3, practitioners and decision-makers must be cognisant of the emotional journey people experience as they move through recovery.

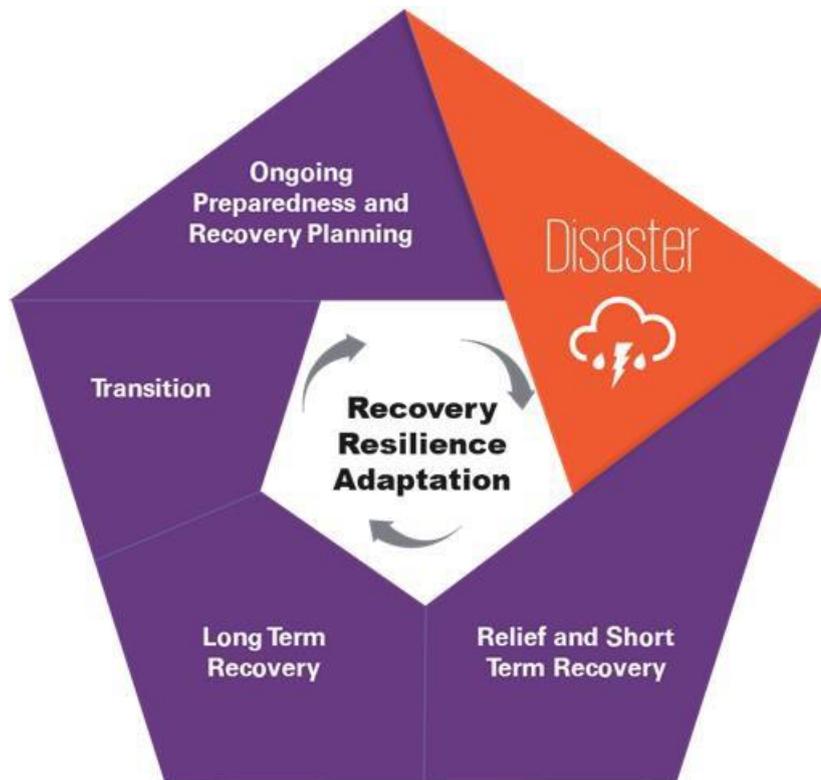**Figure 3: Different Phases Experienced Post-Disaster**

Source: Adapted from Cohen and Ahearn 1980, and DeWolfe 2000.

The Recovery Life Cycle

Recovery occurs in several phases, which overlap and interact as outlined in Figure 4.

Figure 4: The Recovery Life Cycle

The Recovery Life Cycle illustrates the many activities and the number of stakeholders involved in recovery at various stages. However, 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 1 identifies the application of recovery through the phases.

Government of South Australia
Department of the Premier and Cabinet

Table 1: 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: ☐ rapid impact assessment ☐ early relief and emergency assistance ☐ recovery needs assessment ☐ short-term planning. 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.
	Long-term recovery	Covers medium-to long-term recovery efforts and could range from several months to many years. This phase includes: ☐ community engagement and participation processes ☐ ongoing impact and recovery needs assessments ☐ rebuilding and renewal programs and projects. 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.
	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.

As identified by the National Recovery Framework, it is important to note the recovery life cycle often begins with community members themselves who become the first responders to a disaster when they take actions to save and protect their families, and their property. In many instances, the affected communities and local governments will commence relief and short-term recovery activities while response operations are still underway.

All stakeholders participating in recovery must remain conscious of the following:

- Community-led recovery requires adaptation of strategies and programs to meet the needs of each community.
- Recovery is an enduring process which must focus on building a communities' resilience and allowing them to sustain recovery beyond the tenure of external assistance.
- Effective recovery targets are needed for all four recovery environments (social, economic, built, natural).

Successful Collaborative Governance Considerations

- All entities operating as part of a recovery program should establish and/or maintain effective internal governance throughout the full Recovery Life Cycle.
- All entities should be designed and resourced in anticipation of a need to integrate, coordinate, or otherwise adapt functions to operate collaboratively with multiple other functions.
- Organisational leaders should be aware of the guidance for activation of collaborative governance.
- Where more than one entity is involved in a recovery program, joint governance is preferable.
- Where joint governance is not possible, effective communication and cooperation across entities should be established.
- Any new or extraordinary governance function should be established based on equitable membership for all major stakeholder groups (including jurisdictions), respecting the sovereignty and/or independence of each entity.
- Governance functions should be independent of the operations they oversee, noting this may not always be possible.

Characteristics of Successful Recovery

Successful recovery is measured holistically. Success or failure is not isolated to an individual recovery entity or function. Instead, the failure 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, coordinated action.

All recovery arrangements should be designed and developed with the expectation that integration and/or coordination with other major stakeholders is required. This is particularly relevant for government organisations that are required to coordinate horizontally within their level of government and with other levels of government.

Successful coordination of recovery program(s):

- Addresses all four recovery environments (social, built, economic and natural)
- Enhances public trust and confidence in the institutions supporting or enabling recovery
- Aligns with the Characteristics of Successful Recovery
- Minimises duplication of effort
- confirms adequacy of coverage
- Collaboratively address shared issues and systemic risks/stressor.
- Respects the capabilities and enables the work of all interested stakeholders, including individuals, communities, governments, NGOs, and private entities.

The National Principals for Disaster Recovery are an important foundation for South Australia's approach to recovery. Based on these principles the AIDR Community Recovery Handbook (2018) identifies eleven characteristics for successful recovery (see figure 5).

Government of South Australia
Department of the Premier and Cabinet

Figure 5: Characteristics for Successful Recovery

Tailored
Successful recovery programs reflect the specific context of the event and unique history, values and dynamics of affected communities.
1

Needs & Evidence-based
Successful recovery programs are designed, managed and adjusted on the basis of needs and evidence from diverse sources, including community input and lessons learned.
2

Dynamic
Successful recovery programs anticipate and are responsive to the complex, dynamic disaster context.
3

Community-led
Successful recovery programs respect the role of communities in recovery and seek to engage and enable communities throughout the recovery lifecycle.
4

Demand-driven
Successful recovery programs address and reflect community needs, priorities and aspirations.
5

Collaborative
Successful recovery programs are designed and managed collaboratively.
6

Capability focused
Successful recovery programs recognize, utilise and grow existing recovery capabilities.
7

Interoperable
Successful recovery programs require compatibility of functions and resources, assuming the need for combined action throughout the recovery lifecycle.
8

Scalable
Successful recovery programs are flexible and scalable in the face of unknown and potentially compounding consequences.
9

Whole-of-community
Successful recovery programs actively include those more at risk in disasters, and respect the role of Australia's culturally diverse communities in the recovery lifecycle.
10

Resilient
Successful recovery programs enable the sustainable enhancement of lives, livelihoods and community resilience.
11

Source: The National Disaster Recovery Framework.

Government of South Australia
Department of the Premier and Cabinet

Recovery initiatives are separated into four key domains: social, economic, built, and natural. Table 2 outlines the context of these domains and identifies common key stakeholders.

Table 2: Key Domains and Stakeholders

Domain	Stakeholders
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: • Safety • Shelter • Health • Psychological wellbeing	• Housing services • Relief services, including individual and household financial support • Health and medical assistance • Psychological support • School support • Community development
Economic	
The Economic domain considers the direct and indirect impacts that an event may have on: • Business • Primary production • Tourism • Broader economy	• Tourism providers • Agriculture associations • Peak industry bodies
Built	
The Built or Infrastructure domain considers the impact on essential infrastructure, including: • Essential services • Commercial and industrial facilities • Public buildings and assets eg road networks • Housing	• Owners and operators of ICT & telecommunications • Water and waste water services • Transport services • Gas, electricity, fuel services • Buildings and private infrastructure • Ports and wharf bodies
Natural	
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: • Air and water quality • Land degradation and contamination • Plant and wildlife damage/loss • National parks • Cultural and heritage sites	• 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

Government of South Australia
Department of the Premier and Cabinet

Recovery in South Australia

South Australia's capability and expertise in the areas of governance, planning, preparedness, response, and recovery has continually matured through the course of responding to disasters and significant crises. These efforts are managed through all levels of government (Commonwealth, state and local) and are supported by a diverse network of non-government and community service organisations, private providers as well as the communities themselves.

South Australia's approach to recovery is outcomes-oriented, holistic and underpinned by an array of national better practices, including the National Principles.

South Australia utilises and aligns its processes with the following state and national policy items:

- National Disaster Risk Reduction Framework
- Australian Disaster Preparedness Framework
- Provisional National Recovery Framework
- National Recovery Principles
- National Community Recovery Handbook
- Australian Vulnerability Profile
- Community Recovery Handbook
- Guidelines for Interjurisdictional Assistance (Community Recovery) 2019
- National Strategy for Disaster Resilience
- Stronger Together; SA Resilience Strategy
- *South Australia's Emergency Management Act*
- SA State Emergency Management Plan
- Disaster Recovery Funding Arrangements (DRFA)

This recovery framework steps through the key guidelines for recovery and provides structure for recovery related documentation and procedures used across government.

OFFICIAL

Government of South Australia
Department of the Premier and Cabinet

Part Two

Disaster Recovery Guidelines

The South Australian Disaster Recovery Framework reflects the broader system in which disaster recovery operates, how it interacts with other frameworks and programs, and the guidelines relevant to the recovery effort. These guidelines and associated procedures will support the increased maturity of the whole-of-government recovery effort.

SA Recovery Doctrine

Figure 6: Key Guidelines within the SA Recovery Framework

SA Recovery Coordination Framework		
	Recovery Planning Guidelines	The collection, analysis and dissemination of information and the development of plans for the longer-term successful resolution of recovery.
	Recovery Operations Guidelines	The management of operational tasks and the application of resources to achieve resolution of early recovery operations.
	Recovery Governance Guidelines	The arrangements, legal frameworks and policy mechanisms to guide, coordinate and oversee strategic and operational disaster recovery.
	Recovery Intelligence & Information Guidelines	The collection of damage and impact intelligence, the management of that intelligence and the timely provision of validated information to facilitate recovery operations.
	Recovery Communications & Engagement Guidelines	The delivery of communications and implementation of community engagement to understand community needs and deliver support to impacted communities.
	Recovery Finance & Administration Guidelines	The allocation and monitoring of funds and management of records to support the recovery effort, as well as the office procedures to support recovery coordination.

OFFICIAL

Recovery Functions in South Australia

The recovery functions outlined below form the broader Recovery Coordination Framework and are further articulated within their respective Guidelines. These Guidelines serve as anchors for procedures to support recovery operatives across government as well as non-government.

Recovery Planning

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.

This guideline describes a five-step planning process that is used to develop a detailed recovery plan for a specific disaster recovery.

The five steps in this 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.

Recovery Governance

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.

Good governance needs to be transparent, inclusive, collective, and efficient if it is to address recovery needs and avoid creating or compounding disaster risks.

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

Recovery Operations

Recovery Operations 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.

Government of South Australia
Department of the Premier and Cabinet

Recovery Communications and Engagement

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.

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

Recovery Intelligence and Information

Intelligence and information are critical components in developing well-informed and evidence-based recovery plans that meet both the community needs and support broader government requirements.

Intelligence provides raw data such as the number of lives and homes lost which is delivered through a damage assessment. Information is the assessment of that data to provide a meaningful picture of impact and managed through impact assessments. To ensure a shared understanding of the disaster and the impact to the community, a single point of truth for impact must be established and maintained.

Recovery 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 DRFA requirements, and management of records to support the recovery effort.

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.

Roles and responsibilities through recovery operations are exercised by virtue of the *Emergency Management Act* and the State Emergency Management Plan.

OFFICIAL

Government of South Australia
Department of the Premier
and Cabinet

Table 3: Roles and Responsibilities

Name of unit/team	Listed responsibilities
Emergency Management Council (EMC) A committee of Cabinet chaired by the Premier	• Provide strategic oversight of South Australia's security and emergency management arrangements and executive leadership during a significant security event or natural disaster. • Support the Premier.
State Emergency Management Committee (SEMC) A high-level, strategic planning committee chaired by Chief Executive, Department of the Premier and Cabinet	Strategic activities and initiatives of SEMC are primarily directed by the _SEMC Strategic Framework and Plan 2017-2022_. • Provide leadership and maintain oversight of emergency management planning for SA. • Report, advise and receive direction from the Premier, as the Minister responsible for the Act
Chief Executives of State Departments	• Contribute (based on portfolio) to preparedness, prevention, response and recovery under the SEMP.
State Coordinator **Commissioner of Police**	• Manage and coordinate response and recovery operations in accordance with the Act and the SEMP.
State Recovery Coordinator	• Provide the strategic direction for recovery operations, including planning coordination elements. • Brief EMC and SEMC of strategic issues arising from the recovery operation. • Prepare and review the recovery aspects of the SEMP. • Lead the debriefing of any recovery operations (declared or non-declared).
Assistant State Coordinator – Recovery	As per the State Recovery Coordinator following a declaration.

OFFICIAL

Government of South Australia
Department of the Premier and Cabinet

State Recovery Planning and Coordination Group		
State Recovery Planning and Coordination Group Executive-level group chaired by State Recovery Coordinator or delegate	•	Provide longer-term recovery planning and strategic advice to the State Recovery Coordinator.
	•	Provide leadership and coordination for recovery operations and proactively identify consequences and re-establishment opportunities for the State.
	•	Remain active while state recovery planning is being, or about to be undertaken, and at the discretion of the State Recovery Coordinator or delegate.
State Recovery Operations Group A senior state-level operational group chaired by State Recovery Coordinator or delegate	•	Provide operational and tactical advice to the State Recovery Coordinator.
	•	Make decisions on behalf of the State Recovery Coordinator and provide leadership and coordination in the implementation of recovery operations.
	•	Assist the State Recovery Coordinator in fulfilling their role and responsibilities under the Act and the SEMP.
	•	Remain active while state recovery operations are being, or about to be undertaken, and at the discretion of the State Recovery Coordinator or delegate.
Local Government	•	Participate in emergency management committees and recovery operations as per SEMP Part 2 – Arrangements.

Acronyms

Acronym	Words
CRC	Community Recovery Coordinator
LRC	Local Recovery Committee
PPRR	prevention (mitigation), preparedness, response and recovery
SEMC	State Emergency Management Committee
SEMP	State Emergency Management Plan
National Principles	National Principles for Disaster Recovery
NGOs	non-government organisations
the Framework	South Australian Disaster Recovery Framework

OFFICIAL

Government of South Australia
Department of the Premier and Cabinet