



Emergency
Management NSW

NSW Recovery Plan

June 2010

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Section 1 – Introduction

Scope

1. The New South Wales Recovery Plan outlines the strategic intent, responsibilities, authorities and the mechanisms for disaster recovery in New South Wales. It is supported by a suite of guidelines that outline the operational objectives and the range of activities that may be associated with recovery operations. The Recovery Plan, together with the guidelines, allow for the development and implementation of a planned recovery following a natural disaster or other emergency.
2. The Plan is a NSW Government plan which informs the general community, business, government, emergency services, functional areas and those working in disaster recovery.
3. The NSW Government is committed to ensuring that the community is well prepared and able to deliver effective recovery operations, following events that affect the people of NSW, whether within state borders, interstate or overseas.
4. The NSW Recovery Plan is a supporting plan of the NSW State Disaster Plan (Displan). A supporting plan describes the support which is to be provided to the controlling or coordinating authority during emergency operations. This plan is consistent with the *State Emergency and Rescue Management Act 1989 (SERM Act)* and Displan. It also complements national recovery arrangements.
5. The purpose of the NSW Recovery Plan is to provide a broad framework for a range of more localised and event-specific recovery plans, which will be tailored to the requirements of each disaster or emergency, and which support the affected community to manage its own recovery. It is recognised that recovery activities will often begin spontaneously within a community, and it is the role of formal recovery operations to provide structure and resources, to support these spontaneous efforts.

Defining Recovery

6. Disaster recovery is:

“The coordinated process of supporting disaster affected communities in the reconstruction of the physical infrastructure and the restoration of emotional, social, economic and physical wellbeing”.

Source: Australian Emergency Manual, Disaster Recovery EMA 2004

National Disaster Recovery Principles

7. Disaster recovery is part of emergency management, which also includes the components of prevention, preparedness and response. Planning for recovery is integral to emergency preparation and mitigation actions may often be initiated as part of recovery.
8. Disaster recovery includes physical, environmental and economic elements, as well as psychosocial wellbeing. Recovery may provide an opportunity to improve these aspects beyond previous conditions, by enhancing social and natural environments, infrastructure and economies – contributing to a more resilient community.
9. Successful recovery relies on:
- understanding the context
 - recognising complexity
 - using community-led approaches
 - ensuring coordination of all activities
 - employing effective communication
 - acknowledging and building capacity

Annexure 1 – Copy of National Principles of Disaster Recovery

Integrated and Holistic Recovery

10. Recovery works best with a holistic and integrated framework to support the foundations of community sustainability. This framework encompasses the community and the four environments. The recovery activity (the central oval in green) demonstrates the integration between the community and the four environments (CSMAC Review, October 2004).

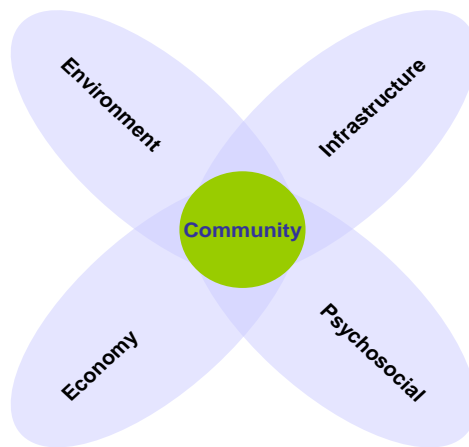


Figure 1: Integrated & Holistic Recovery (Focus on Recovery, NZ Ministry of Civil Defence and Emergency Management, 2005)

NSW Tenets

11. NSW gives effect to the national principles by supporting the following tenets:
 - **Use local capacity first** - individual and community needs after an emergency are usually met by existing services and businesses, supplemented by additional resources to increase capacity. Recovery planning and management should initially be on the basis of linking affected individuals into existing services provided by agencies and businesses. These services, and the mechanism for supplementing them if required, should be documented in local and district recovery plans.
 - **Formalise structures where needed** - for local events where damage is minimal and there are sufficient local resources to support recovery, it may not be necessary to establish formal recovery structures. The need for a formal structure may first be considered by the Combat Agency and/or Emergency Operations Controller during

the response phase of an emergency, in consultation with the State Emergency Recovery Controller (SERCon). Personal insurance arrangements, existing local government and NSW Government agency support mechanisms may prove to be sufficient. Conversely, a formal structure should be established when local resources require supplementation.

- **Involve local government** - recognising its pivotal role in community engagement, land use planning and development control, local government is integral to managing a recovery; complemented, supplemented and supported by the State recovery structure to the extent necessary.
- **Support from higher levels when needed** - where an emergency affects more than one local government area (such as extensive flooding or bushfire), local arrangements may need to be coordinated and supported at a district level, particularly where there are limited resources available. District Recovery Committees are able to support local structures to ensure all affected people have equitable and appropriate access to the recovery resources available.
- **Local structures remain responsible** - the involvement of higher-level coordination structures does not absolve lower-level structures from recovery coordination responsibilities.
- **Whole of community approach** - a multi-disciplinary Recovery Committee will be established to manage the recovery effort where the socio-economic and physical impact is significant. The composition of this group will depend on the extent and nature of the impact and will be informed by impact assessments.

Section 2 – Prevention

12. Prevention (mitigation) is concerned with the identification of risks to communities and the taking of measures to avoid or reduce those risks. Prevention is intended to reduce existing risks, minimise future risks and develop disaster resilience in communities. In the context of recovery, resilience is the ability of communities to withstand impacts and recover more rapidly to an improved state following a disaster (see figure 2).
13. Activities in community development also contribute to resilience by improving socio-economic wellbeing.

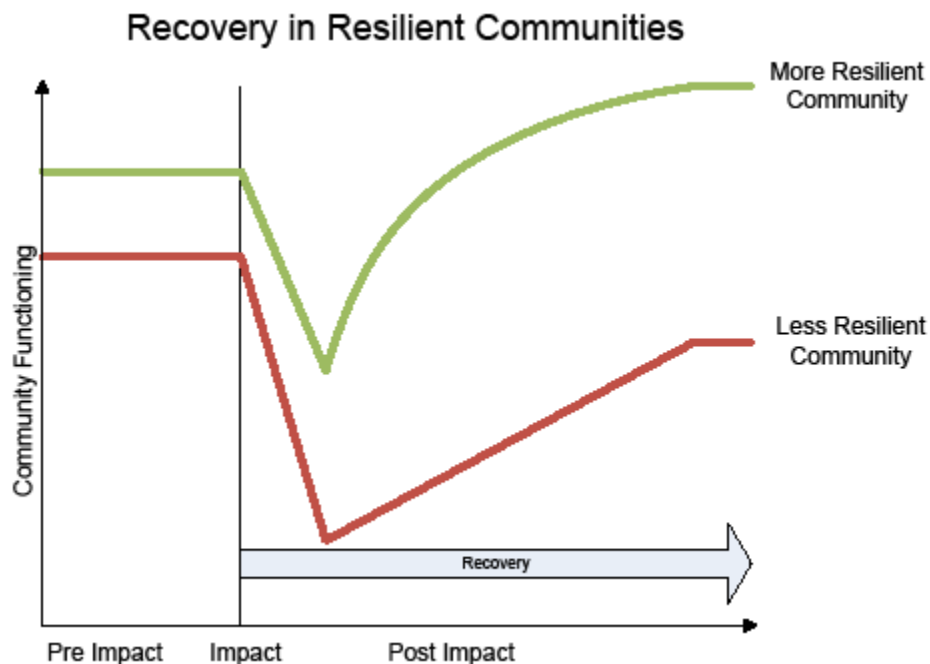


Figure 2: Recovery in Resilient Communities

14. Mitigation is achieved through the process of Emergency Risk Management (ERM). ERM is an ongoing consultative process that identifies risks, determines measures for reducing the likelihood and impact of those risks, implements the measures and monitors the ongoing status of the risks.

ERM relationship to Recovery

15. The outputs of the ERM process include descriptions of a community, the hazards which it is exposed to and the risks that result from the interaction between the community and those hazards. These outputs inform assessments of the impacts of an emergency by identifying possible consequences and elements of the community which may have been impacted. Likewise, information collected during an emergency and subsequent recovery informs the ERM process.

Risk reduction reduces the need for recovery

16. Successful risk reduction reduces the impacts of events and the cost and time of recovery. Prevention can reduce or avoid an event impact (for example, a firebreak preventing fire impacting on property), minimise longer term consequences (for example, flood compatible building materials reducing the time a building remains uninhabitable after a flood). Resilient communities are more capable of managing their own recovery and require less external support and assistance.

Recovery presents an opportunity for mitigation

17. Recovery presents an opportunity to further reduce risks and develop community resilience. During a recovery, the community may learn more about the risks that it faces and it may apply this knowledge to building resilience. Property and infrastructure that is damaged or destroyed could be constructed to a more resilient state. Other vulnerabilities in a community, such as mental health, may be identified and addressed during a recovery, with the long term aim of increasing resilience

Section 3 – Preparedness

Legal Framework

18. The NSW Government maintains a comprehensive management structure for recovery with clearly defined roles and responsibilities.
19. Under the *State Emergency and Rescue Management Act 1989* (SERM Act) the Minister for Emergency Services is responsible for:
 - ensuring that adequate measures are taken by government agencies to prevent, prepare for, respond to and assist recovery from emergencies
 - co-ordinating the activities of government agencies in taking those measures (Part 2, Division 1, Subdivision 1, Section 10)
 - appointing a State Emergency Recovery Controller (SERCon) and Deputy State Emergency Recovery Controller (DSERCon), with experience in emergency management (Part 2, Division 1, Subdivision 5)
20. The responsibility for the overall coordination of recovery operations in NSW rests with the SERCon/DSERCon, or as otherwise prescribed in hazard specific plans (source: Displan, Part 6, Section 611).
21. The SERCon/DSERCon have the authority to engage the support of government agencies as required and also to engage with industry, non-government organisations and Local and Commonwealth Government, as necessary, to address issues affecting the recovery process.
22. Other legal powers exist within relevant government agencies' legislation and acts to enable and support recovery such as the *Community Welfare Act 1987* and the *Protection of the Environment Operations Act 1997*.
23. The *Public Sector Employment and Management Act 2002* provides for the redeployment of government employees in support of disaster recovery activities (Chapter 3, Part 3.2 Division 1, Section 88).

Administrative Structure

24. A comprehensive administrative structure exists at the national and state level of government, to plan and prepare for emergencies and recovery.

National

25. The Council of Australian Governments (COAG) is chaired by the Prime Minister and includes the Premiers and Chief Ministers from each State and Territory and the President of the Australian Local Government Association. COAG is Australia's peak inter-governmental forum and has responsibility for approving recovery plans that have whole of government implications.
26. The Ministerial Council for Police and Emergency Management – Emergency Management (MCPPEM-EM) is the national ministerial level committee responsible for development of policy and arrangements relating to emergencies in Australia.
27. The National Emergency Management Committee (NEMC) works to strengthen Australia's resilience by providing strategic leadership on nation-wide emergency management policy and through supporting related capability and capacity development activities and comprises representatives from the Commonwealth, State and Territory governments and the Australian Local Government Association.
28. The NEMC has a specific mandate to promote and consider holistic disaster recovery policy and planning in keeping with the "National Principles for Disaster Recovery".

State

29. The arrangements for recovery operations in NSW are outlined in the NSW State Disaster Plan (Displan) Part 6 and further described in this supporting plan.
30. The State Emergency Management Committee (SEMC) established under the *SERM Act 1989*, has responsibility for emergency planning, oversight of consequence management capabilities and endorsing supporting plans.

31. The State Disaster Recovery Advisory Group (SDRAG) established by the SERCon, is chaired by the DSERCon and develops and provides advice to the SERCon on NSW recovery policies, arrangements and plans, including the NSW Recovery Plan.
32. The SDRAG:
 - develops and maintains the NSW Recovery Plan
 - considers and provides advice on post disaster recovery reports when requested
 - coordinates the development and oversees the implementation of whole of government recovery policies, arrangements and plans in support of the NSW Recovery Plan
 - evaluates NSW recovery policies, plans and arrangements as required
 - reviews, monitors and advises on national and international trends in recovery where appropriate
 - coordinates a NSW government position on national recovery issues

Planning

33. Emergency Management Committees at all levels are responsible for recovery planning as provided for in Displan.
34. The emergency risk management process is the basis for emergency planning in NSW and informs recovery planning at state, district and local levels.
35. Effective recovery requires a thorough understanding of the community profile (including the four environments) in order to integrate response planning and recovery structures. Much of what is done or not done in response may have a significant impact on recovery.

Financial Arrangements

36. Under Displan, expenditure of funds by agencies during emergency response or recovery operations is to be met in the first instance by the providers of resources from within their normal operating budgets, or arrangements with NSW Treasury. Should the expenditure be of such a magnitude as to prevent the providing agencies or functional areas from continuing their normal operations for the remainder of the financial year,

Treasury may provide supplementation, however Departments cannot be guaranteed that funding will be provided (Source: NSW State Disaster Plan).

37. Natural Disaster Declarations trigger formal funding arrangements, such as the Natural Disaster Relief and Recovery Arrangements (NDRRA). The NDRRA determination is a Commonwealth Government instrument which provides a financial safety net to States and Territories, to allow for recoup of expenditure above certain financial thresholds.
38. To be eligible for Commonwealth assistance under NDRRA, New South Wales expenditure must meet the eligibility criteria and exceed certain thresholds. Under the NDRRA, a Community Recovery Package may also be activated in response to a significant disaster following agreement between the Premier and Prime Minister.
39. A natural disaster declaration is made once the small disaster criterion is met. The small disaster criterion is a minimum of \$240,000 public infrastructure damage, response and recovery costs. The SERCon provides advice to the NSW Treasury as to whether or not the threshold has been met and a natural disaster is able to be declared.
40. NSW Natural Disaster Relief and Recovery Arrangements reflect the NDRRA and also include those state support arrangements administered directly through NSW Government Departments. More information on the assistance available can be found at www.emergency.nsw.gov.au.

Roles and Responsibilities in Recovery

State Emergency Recovery Controller and Deputy State Emergency Recovery Controller

41. The SERCon and DSERCon are statutory positions appointed by the Minister for Emergency Services and are responsible for controlling the recovery from the emergency in accordance with Section 20B of the *SERM Act 1989*.
42. The responsibilities of the SERCon and Deputy SERCon are detailed in Displan.

Local Government

43. Local Government plays a role in managing recovery, providing services, assistance and advice to State Government. In some instances a representative of Local Government may chair the Recovery Committee. This action is supplemented and supported by the State recovery structure to the extent necessary.

Government Agencies

44. Displan Part 4 outlines the roles and responsibilities of agencies within the NSW Emergency Management Framework.
45. Recovery is a whole of government action and may require participation and involvement of all Government agencies depending on the nature and impact of the event. It is the responsibility of all NSW government agencies and statutory bodies to ensure that their business continuity plans provide for the capacity and capability to participate in the recovery effort, short and longer term if required, within their area of service delivery, or as directed by the SERCon.
46. Agencies with core responsibilities in recovery are:
 - Department of Premier and Cabinet
 - Department of Premier and Cabinet (Local Government)
 - Department of Industry and Investment (NSW Primary Industries, Energy, Rural Assistance Authority, Livestock Health & Pest Authority, State and Regional Development including Tourism)
 - Department of Services, Technology and Administration (NSW Public Works – Engineering Functional Area, Office of Fair Trading and Government Chief Information Office – Communications Functional Area)
 - Treasury
 - Department of Environment, Climate Change and Water (Environmental Services)
 - Department of Health (Health Services)
 - Transport and Infrastructure (Ministry of Transport, Roads and Traffic Authority)

- Department of Human Services (Community Services, Aboriginal Affairs, Housing NSW and Ageing Disability & Home Care)
- Education & Training
- Communities NSW (Community Relations Commission, Sport & Recreation)
- Emergency Service Agencies

Emergency Management NSW

47. Emergency Management NSW is responsible for providing support to the SERCon/DSERCon by:
- developing and maintaining recovery policies, plans and arrangements
 - providing executive services to appointed Recovery Coordinators
 - coordinating the establishment of a recovery coordination centre and team based on the nature and extent of any recovery operation
 - providing recovery management and operational expertise to Recovery Committees
 - preparing progress and other reports associated with recovery operations
 - coordinating needs assessments
 - coordinating formal recovery processes
 - acting as the point of contact with Commonwealth Government Agencies for recovery issues and requests including Attorney General's Department (Emergency Management Australia (EMA)), and the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA)

Lead/Combat Agency

48. Provides appropriate representation to the Recovery Committee for the duration of the response phase of an event and as agreed during the recovery phase.
49. The role of the combat agency on the Recovery Committee may include providing information about any continuing response, guidance on mitigation strategies and general advice and assistance to the committee as a subject matter specialist.

State Emergency Operations Controller (SEOCon)

50. The SEOCon and SERCon will liaise where relevant during the response phase of an emergency.
51. Coordinates assessments of the extent of damage in conjunction with the SERCon if the response is still ongoing and a recovery operation is likely to be initiated.
52. Provides joint advice with the SERCon in recommending the appointment of a Recovery Coordinator to the Minister for Emergency Services.

Exercises and Review

53. NSW emergency management recovery capability and plans are routinely tested through operations, exercises and training. The results of these activities will be reviewed by the SERCon to ensure appropriate development and maintenance of recovery capabilities.

Public Information

54. NSW has a coordinated approach to public information, with respect to emergencies.
55. Public information strategies will be developed following specific natural disasters or emergencies, as part of the recovery planning process. These public information strategies will support the effective management, coordination and release of authorised public information messages that are timely and accurate.
56. Responsibility for the development and implementation of public information strategies will be identified in the recovery planning process. All agencies with a role in the recovery are responsible for producing agency specific information to fit the agreed upon public information strategy.

Section 4 – Recovery Management Framework

57. The responsibility for the overall coordination of recovery operations rests with the SERCon/DSERCon, or as otherwise prescribed in hazard specific plans.
58. Management of recovery services, information and resources should, whenever possible, occur at the local level supported by specialist advice. If the recovery exceeds the capacity of the local level, district and state support will be required.
59. Recovery services, information and resources are most effective when managed by either a Recovery Committee or an identified Recovery Coordinator, supported by a Recovery Committee. Recovery Committees and Coordinators assess the consequences of an emergency and coordinate activities to rebuild, restore and rehabilitate the social, built, economic and natural environments of the affected community.
60. The first action for committees and coordinators is to develop a Recovery Action Plan that details priorities, resource allocation and management. The Recovery Action Plan will provide the strategic direction and operational actions required to facilitate a successful recovery at local, district and/or state level.

Recovery at the Local Level

61. As soon as possible following an emergency, the Local Emergency Management Committee (LEMC) will meet to discuss recovery implications including the need for a Local Recovery Committee. The LEMC will consider any impact assessment in determining the need for recovery arrangements. This is conveyed in the first instance to the SEOCon for confirmation with the SERCon.
62. Once the need for recovery has been identified, the SERCon, in consultation with the SEOCon, may recommend the appointment of a Local Recovery Coordinator and nominate an appropriate candidate to the Minister for Emergency Services.
63. The SERCon may send a representative to the LEMC and subsequent recovery meetings to provide expert recovery advice and guidance.

64. The Combat Agency Controller and Local Emergency Operations Controller (LEOCON) attend recovery meetings to provide an overview of the emergency response operation.
65. The District Emergency Management Officer (DEMO) and appropriate District Functional Area Coordinators will be invited to the initial local meeting and to subsequent meetings as required.

Recovery at the District Level

66. In the event that an emergency affects several local areas, a District Emergency Management Committee (DEMC) will meet to discuss recovery implications including the need for a District Recovery Committee. This is conveyed in the first instance to the SEOCon for confirmation with the SERCon.
67. Once the need for recovery has been identified, the SERCon, in consultation with the SEOCon, may recommend the appointment of a District Recovery Coordinator and nominate an appropriate candidate to the Minister for Emergency Services.
68. The SERCon may send a representative to the DEMC and subsequent recovery meetings to provide expert recovery advice and guidance.
69. The Combat Agency Controller and District Emergency Operations Controller (DEOCON) attend recovery meetings to provide an overview of the situation.
70. Where a District Recovery Committee is established and local recovery committees have not been established, a key consideration may be the need to establish Local Recovery Committees to coordinate the recovery at the local level.

Recovery at the State Level

71. In the event of an emergency which affects multiple districts, or is of state or national consequence, or where complex, long term recovery and reconstruction is required, it may be necessary to establish a State Recovery Committee.
72. In these circumstances, the SERCon, in consultation with the SEOCon, will make recommendations to the Minister for Emergency Services in relation to an appropriate

State Recovery Committee structure and the appointment of a State Recovery Coordinator, if required.

73. The SERCon/DSERCon is responsible for Chairing the State Recovery Committee (if established) to coordinate recovery activities at the State level, if a State Recovery Coordinator is not appointed (Source: Displan).

Recovery at the National Level

74. COAG has agreed to the “*Model arrangements for leadership during emergencies of national consequence*”. These arrangements describe how Australian Heads of Government would work together in such an emergency and apply to any emergency that requires consideration of national level policy, strategy, public messaging and the deployment of inter-jurisdictional assistance.
75. The National Catastrophic Disaster Plan describes the national coordination arrangements for supporting States and the Commonwealth Governments in responding to and recovering from catastrophic natural disasters in Australia.

Options Available to Support Recovery

Recovery Coordinators

76. Recovery Coordinators may be appointed for a recovery operation. Recovery Coordinators are the public face of the recovery operation, providing leadership to the Recovery Committee and coordinating the recovery effort in accordance with agreed recovery plans.
77. The Recovery Coordinator’s specific functions will be determined by the SERCon on an event by event basis from the following:
 - develop and maintain an operational picture of the emergency’s impact and keep the Recovery Committee informed
 - facilitate and coordinate recovery operations, including needs assessment, priority setting and resource allocation
 - establish regular dialogue with key stakeholders to ensure their participation in, and awareness of, the intended recovery process

- assist with facilitation and coordination of government, non-government and private sector organisations' services involved in the recovery process
- identify areas where existing policy provisions are unlikely to be sufficient to achieve the required recovery level and provide advice to the SERCon
- at the conclusion of the official recovery phase, provide a report to the SERCon detailing actions taken, monies expended, predicted further expenditure required, lessons identified and recommended reduction measures to prevent or mitigate future emergencies

Recovery Committees

78. Recovery Committees are the strategic decision making body for recovery. They provide visible and strong leadership and have a key role in restoring confidence to the community through assessing the consequences of the emergency and coordinating activities to rebuilding, restoring and rehabilitating the social, built, economic and natural environments of the affected community. The committee guides decisions about priorities, resource allocation and management.
79. Recovery Committees will:
- develop and maintain a Recovery Action Plan with an agreed exit strategy
 - monitor and coordinate the activities of agencies with responsibility for the delivery of services during recovery
 - ensure that relevant stakeholders, especially the communities affected, are involved in the development and implementation of recovery objectives and strategies and are informed of progress made
 - provide the SERCon with an end of recovery report
 - ensure the recovery is in line with the National Principles of Disaster Recovery and the NSW tenets
80. It is acknowledged that other agencies, not specifically designated as members of Emergency Management Committees, may be part of a Recovery Committee. The Recovery Committee should include local representatives of participating agencies (government and non government) who have the ability to provide specific services

required in the recovery process. A list of organisations and agencies that may be required are provided in Annexure 2.

81. In support of their activities, Recovery Committees may form Recovery Task Groups and Community Consultation Groups.

Recovery Task Groups

82. Recovery Task Groups are groups of agencies with specific expertise in a particular recovery environment that are formed to provide specialised support and advice on particular operational or policy issues that require expertise and detailed consideration.
83. In circumstances where the nature, size or complexity of the recovery operation is significant, the Recovery Task Groups may also be used to coordinate the activities of their member agencies, on behalf of the Recovery Committee.
84. Task Group membership is determined by the Recovery Committee in consultation with the SERCon. Membership is flexible and could be made up of government, non-government organisations, businesses and community groups from the affected area. Terms of reference will be based on need at the time of the event.
85. An **example** of possible membership for Recovery Task Groups for each of the four environments follows in Table 1.

Table 1: Recovery Task Group by environment

| Recovery Environment | Elements | Relevant functional areas/agencies |
|----------------------|--|---|
| Social | Safety and well-being Health Welfare Human services | Health Human Services - Community Services Human Services- Ageing Disability and Home Care Local Government – Community Human Services - Housing NSW Centrelink FAHCSIA Non Government Organisations |

| Recovery Environment | Elements | Relevant functional areas/agencies |
|-----------------------------|--|--|
| Infrastructure | Residential housing Commercial/industrial property Public buildings and infrastructure assets Rural farmland and assets Lifeline utilities | Industry and Investment - NSW Primary Industries Industry and Investment - State and Regional Development Industry and Investment - Energy Transport & Infrastructure Transport and Infrastructure - Ministry of Transport Human Services - Housing NSW Environment, Climate Change & Water Services, Technology and Administration - NSW Public Works Transport and Infrastructure - Roads & Traffic Authority |
| Economic | Individuals Businesses Infrastructure Government | Industry and Investment - State and Regional Development including Tourism Industry and Investment - Rural Assistance Authority Treasury Business Chambers of Commerce Services, Technology and Administration - Office of Fair Trading |
| Natural | Natural resources Waste pollution, including debris management Amenity values Biodiversity and ecosystems | Environment, Climate Change and Water - Environment & Climate Change Environment, Climate Change and Water - National Parks & Wildlife Services Transport and Infrastructure - Maritime Authority Human Services - Aboriginal Affairs Industry and Investment - State & Regional Development including Tourism |

Local Community Consultation Group

86. The SERCon, Recovery Committee or Recovery Coordinator may establish Local Community Consultation Groups to enable members of the local community, including people affected by the event and representatives from local organisations, to meet and to provide input and guidance to the recovery process.

87. Local Community Consultation Groups should be facilitated and supported by the Recovery Coordinator or a member of the Recovery Committee.
88. The Community Consultation Group:
 - represents the community in the recovery process
 - facilitates dialogue between the Recovery Committee/Coordinator and the community so as to regularly advise on issues of concern
 - works with the Recovery Committee/Coordinator and task groups to tackle specific issues
 - assists coordination of recovery initiatives undertaken in the community

Figure 3 is an example of a recovery structure with a Recovery Coordinator, Recovery Committee, Community Consultation Group and Task Groups. Each recovery structure will be tailored to meet the needs of the impacted community. For example a recovery may not require a Recovery Coordinator.

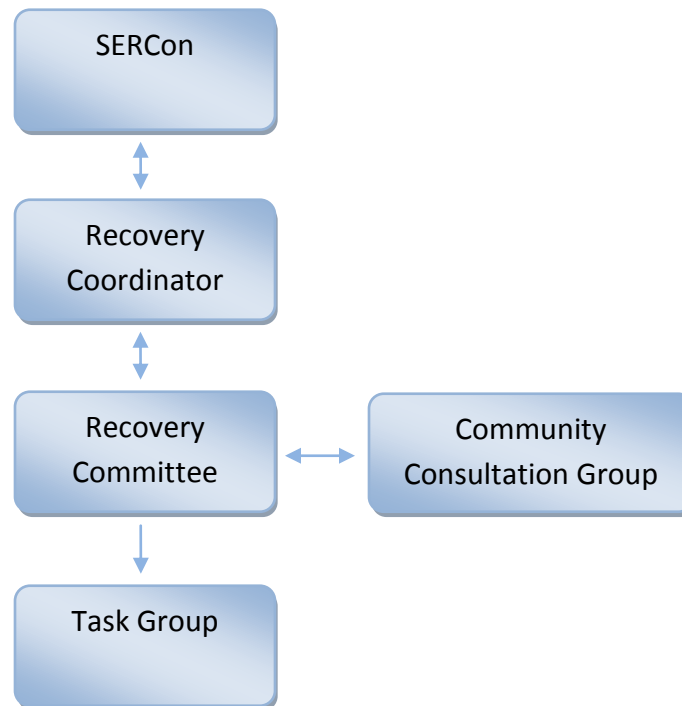


Figure 3: Recovery Structure

Section 5 – Recovery Operations

89. The recovery process begins at impact. It operates in parallel to the response phase and continues after the response phase is complete (see Annexure 3).
90. When the response phase begins, recovery arrangements should be established and information about the response, including impact and needs assessments, should be used as a basis for planning recovery. As the response concludes, a careful transition to formal recovery is required.

During Response Phase

91. To ensure the most appropriate recovery management structure is established, the SEOCon and Combat Agency Controller, in consultation with the SERCon, will agree on the most effective arrangements for commencing recovery processes during the response phase.
92. The SERCon may, in consultation with the Combat Agency Controller and/or Emergency Operations Controller, deploy a liaison officer to the most appropriate Emergency Operations Centre to scope the potential need for recovery.

Formal End of Response Phase

93. The SEOCon and Combat Agency Controller prepare a response summary report for the information of the SERCon, Recovery Committee and/or Recovery Coordinator outlining:
 - the emergency action plan in place at conclusion of the response, emphasising any actions that are incomplete
 - resources allocated to the emergency response and associated exit strategies
 - a consequence assessment of the emergency, focusing on the four environments and their interaction
 - an impact summary, noting specifically any areas or situations with a potential to re-escalate the emergency

This report should also recommend the cessation of response operations and handover to recovery operations

94. A coordinated public information strategy is developed and implemented, to assure the community that services are still available, despite the withdrawal of emergency response agencies.

Recovery Action Plan

95. A Recovery Action Plan will be developed by the agreed recovery authority, supported by Emergency Management NSW as required, and completed for all events requiring a formal recovery process.
96. The Recovery Action Plan is unique to each event and guided by the needs of the community. The plan will be responsive to identified needs and in a large event it will cover the four environments (social, infrastructure, economic and natural) and include a recovery service delivery model.
97. A recovery service delivery model responds to individual and community needs in a holistic manner, providing relevant, appropriate and effective assistance across the different recovery environments. Primary emphasis is placed on strengthening community capabilities and capacity for recovery and establishing effective cooperation among assisting agencies.
98. An effective Recovery Action Plan includes a comprehensive **Public Information Plan**. Efficient and effective dissemination of information to the affected community and the community at large in respect to recovery measures and contact points is essential.
99. Information provided to affected people aims to reduce anxiety levels and to restore a sense of certainty through accurate and credible information regarding the types of services available to assist and hasten recovery as well as the means and ways of accessing those services.
100. An exit strategy is a systematic plan to achieve the withdrawal of formal recovery assistance. The Recovery Action Plan includes the arrangements for completing outstanding tasks. Withdrawal of formal recovery assistance requires a handover of the activities to agencies that usually have responsibility for those activities, under normal circumstances. The exit strategy outlines the handover of responsibilities for the following:

- SERCon/DSERCon
- Recovery Coordinator
- Recovery Committee and all Task Groups

Needs Assessments

101. A critical element in the management of an effective recovery program within any community is needs assessment. The specifics of the event indicate different needs related to the type, size and effects of the event. The demographics of the community also greatly affect needs, as does the availability of local resources and the psychological state within the community. Consequently, initial needs assessments look at effects, community demography, available resources and the pre-existing psychological state of the community.
102. An initial needs assessment is required to help establish basic recovery services. This initial assessment will be based on the impact assessment completed during the response phase and relevant data from the impacted community and those working with them. The context in which recovery is undertaken is a rapidly and ever-changing environment, which requires the frequent and continuing assessment of community need.
103. The sources of data to determine the needs within a community are many and varied and, again, change over time. The most likely sources for gathering needs data include emergency service personnel, police, local government, ambulance, hospitals, doctors, social workers, mental health workers, psychologists, psychiatrists, recovery workers, welfare workers, recovery agencies, community agencies and, most importantly, affected persons and the local community. Care needs to be taken to avoid over-servicing some groups to the detriment of others.

Community Development in Recovery

104. Community development in the disaster recovery context is the empowerment of individuals and communities to manage their own recovery. Individuals and agencies involved in community development pre disaster have a clear role to support and facilitate individual and community recovery post disaster.

105. It is important that individuals and agencies responsible for community development activities and initiatives are integrated into the recovery system. For example, neighbourhood centres, local not-for-profit and local Non Government Organisations (NGOs).
106. The National Disaster Recovery Principles provide the basis for effective recovery management in any community affected by disaster. In many instances these outcomes may be achieved through use of resources already available within an affected community. However, in some circumstances it may be necessary to provide additional resources to support the community development component of the recovery process. In particular, the employment of one or more community development workers may be necessary to facilitate a range of activities which will enhance the recovery of individuals and the broader community affected by any given event.

Adapted from the Australian Emergency Manual, Disaster Recovery, EMA 2004

Recovery Centres

107. The SERCon is responsible for authorising the establishment of a Recovery Centre. The Recovery Committee may recommend the need for a Recovery Centre to the SERCon.
108. Community Recovery Centres are one-stop-shops that centralise Local, State and Commonwealth government and non-government services to people affected by disasters. They minimise travel and inconvenience for affected people, and provide a point of focus and belonging, especially for those dislocated from their community environment.
109. A range of government and non-government agencies may be co-located to provide advice and services including:
- financial assistance and advice
 - temporary housing advice and support
 - personal support (care and comfort) and referral to counselling services
 - insurance enquiries
 - farming assistance
 - business support

110. Recovery Centres empower members of the community to find the assistance they require to re-establish themselves and adjust to their new circumstances. This has the added benefit of:

- limiting unnecessary distress to those affected by the emergency
- facilitating personal ownership and control of each person's own recovery

Emergency Financial Assistance

111. NSW has established a range of relief measures designed to address specific needs that may exist within an affected community. These measures are designed to address impacts on:

- individuals and households
- small businesses
- primary producers
- Local Government
- community organisations

112. A list is available at Annexure 4.

Recovery Coordination Centre

113. A Recovery Coordination Centre may be established depending on the scope, size, complexity and support requirements of a major recovery operation. During the early phases of a recovery requiring significant support, a management structure may be established designed to deliver the key functions of planning, logistics, investigation, intelligence and public information.

114. A Recovery Coordination Centre may support local, district and state structures to ensure all affected people have equitable and appropriate access to the recovery resources available.

Appeals and Donations – Goods and Services

115. Disasters often generate significant public interest in either unsolicited or solicited donations through the opening of public appeals to support disaster relief efforts. Donations in response to such events generally fall into five (5) categories:
- money
 - bulk trading materials – construction materials, fodder, etc
 - people – offers of voluntary labour and services
 - goods – food, clothing, bedding, toys, household and other sundry items
 - services – cleaning, transport, construction, warehousing facilities
116. The public looks to government and non government agencies to manage solicited and unsolicited contributions for the relief effort. This aid is often provided in addition to relief payments that may be provided by government and payment of insurance claims to affected policy holders.
117. Monetary donations are usually the most efficient and effective means for members of the public to support disaster relief efforts (Management of Donated Goods Following a Disaster, February 2010, ACFID Code of Conduct, AEM Economic and Financial Aspects of Financial Recovery). Financial contributions allow the purchase of items most urgently needed by the relief operation from suppliers located as close to the disaster site as possible, thereby minimising delays and transportation costs. By purchasing locally, monetary contributions also assist in stimulating and revitalising the economy of the affected area.
118. While financial contributions are more useful than donations of items, gifts of goods and services or in-kind, non-financial corporate donations may also be valuable when managed appropriately. The government may accept corporate in-kind donations if they are cost reducing or service enhancing, and if they meet specific criteria based on the needs of the recovery operation.
119. It is recommended that emergency management and recovery agencies actively discourage individual material donations (Management of Donated Goods Following a Disaster, February 2010, ACFID Code of Conduct, AEM Economic and Financial Aspects of Financial Recovery). They reduce the capacity of persons affected by disasters to manage

their own recovery, reinforce dependency and undermine self esteem, dignity and resilience. For these reasons the community should be strongly encouraged to express their sympathy and empathy for disaster victims through monetary donations.

Recovery Closure

120. For all disasters the formal recovery structure must be brought to a close.
121. The recovery phase involves restoring the community to the point where normal social and economic activity may resume. Transition of formal recovery structures from the impacted community is part of the planning process and is staged and conducted in conjunction with an appropriate public information strategy.
122. Organisational arrangements are wound down at this time and responsibility for completing outstanding tasks and actions should be assigned to the relevant agency or authority and formally acknowledged.

Reporting and Lessons Learned

123. A reporting system addresses the emergency from inception through to the final stages of recovery. Reporting is carried out by a variety of people during the response and recovery phases.
124. The formats, topics covered and frequency of recovery reporting are detailed in the Recovery Action Plan. The SERCon with the Recovery Coordinator/Chair agree these details when the terms of reference are established.
125. Reporting should only be undertaken where it informs decision making and adds value to the recovery process. Reporting includes, but is not limited to, situation reports, needs assessments and identification of lessons learnt.

Definitions

Agency

means a government agency or a non-government agency (Source: NSW Displan)

Combat Agency

means the agency identified in Displan as the agency primarily responsible for controlling the response to a particular emergency (Source: NSW Displan)

Community Consultation Group

a group of local community members, including people affected by an event and representatives of local organisations, who meet and provide input and guidance to recovery committees

Community Recovery Package

The NDRRA Determination provides for shared funding of the community recovery package where a community is severely affected by a natural disaster event, and where there is joint Commonwealth and state/territory government agreement to trigger the package following consideration of the impact of the disaster. Assistance measures available include a community recovery fund, recovery grants for small businesses and recovery grants for primary producers (NDRRA Guidelines).

Control

means the overall direction of the activities, agencies or individuals concerned. (Source: SERM Act). Control operates horizontally across all agencies / organisations, functions and individuals. Situations are controlled (Source: NSW Displan)

Coordination

means the bringing together of agencies and individuals to ensure effective emergency or rescue management, but does not include the control of agencies and individuals by direction (Source: NSW Displan)

Deputy State Emergency Recovery Controller (DSERCon)

a statutory position appointed by the Minister for Emergency Services and is responsible for controlling the recovery from the emergency in accordance with Section 20B of the State Emergency and Rescue Management Act 1989

Disaster

means an occurrence, whether or not due to natural causes, that causes loss of life, injury, distress or danger to persons, or loss of, or damage to, property (Source: NSW Displan)

Disaster Recovery

The coordinated process of supporting disaster affected communities in the reconstruction of the physical infrastructure and the restoration of emotional, social, economic and physical wellbeing” (Source: Australian Emergency Manual, Disaster Recovery EMA 2004)

Displan

means the New South Wales State Disaster Plan. The object of Displan is to ensure the coordinated response to emergencies by all agencies having responsibilities and functions in emergencies (Source: NSW Displan)

District

the State is divided into such districts as the Minister may determine by order published in the Gazette. Any such order may describe the boundaries of a district by reference to local government areas, maps or otherwise (Source: NSW Displan)

District Emergency Management Committee (DEMC)

means the committee constituted under the State Emergency and Rescue Management Act, 1989 (as amended), which at District level is responsible for preparing plans in relation to the prevention of, preparation for, response to and recovery from emergencies in the District (District Displan) for which it is constituted. In the exercise of its functions, any such Committee is responsible to the State Emergency Management Committee (Source: NSW Displan)

District Emergency Operations Controller (DEOCon)

means the Region Commander of Police appointed by the Commissioner of Police, as the District Emergency Operations Controller for the Emergency Management District

Emergency

means an emergency due to an actual or imminent occurrence (such as fire, flood, storm, earthquake, explosion, terrorist act, accident, epidemic or warlike action) which:

- a. endangers, or threatens to endanger, the safety or health of persons or animals in the State; or
- b. destroys or damages, or threatens to destroy or damage, any property in the State, being an emergency which requires a significant and co-ordinated response

For the purposes of the definition of emergency, property in the State includes any part of the environment of the State. Accordingly, a reference in the Act to:

- a. threats or danger to property includes a reference to threats or danger to the environment, and
- b. the protection of property includes a reference to the protection of the environment (Source: NSW Displan)

Emergency Management Committee (EMC)

means a committee constituted under the State Emergency and Rescue Management Act, 1989 (as amended), at local, district or state level, is responsible for preparing plans in relation to the prevention of, preparation for, response to and recovery from emergencies for which it is constituted.

Emergency Management NSW (EM NSW)

provides operational support to the State Emergency Recovery Controller and State Emergency Operations Controller during emergency response and recovery respectively, particularly operational support to local, district and state level recovery committees. It also provides policy, administrative and operational support to the State Emergency Management Committee and its various Functional Area committees, along with the State Rescue Board and its sub-committees.

Emergency Operations Centre (EOC)

means a centre established at State, District or Local level as a centre of communication and as a centre for the coordination of operations and support during an emergency (Source: NSW Displan)

Emergency Risk Management (ERM)

in this plan means the process approved by the State Emergency Management committee and published in the NSW Implementation Guide for Emergency Management Committees (Source: NSW Displan)

Essential services

for the purposes of the Essential Services Act, 1988, a service is an essential service if it consists of any of the following:

- a. the production, supply or distribution of any form of energy, power or fuel or of energy, power or fuel resources;
- b. the public transportation of persons or freight;
- c. the provision of fire-fighting services;
- d. the provision of public health services (including hospital or medical services);
- e. the provision of ambulance services;
- f. the production, supply or distribution of pharmaceutical products;
- g. the provision of garbage, sanitary cleaning or sewerage services;
- h. the supply or distribution of water;
- i. the conduct of a welfare institution;
- j. the conduct of a prison;
- k. a service declared to be an essential service under subsection (2);
- l. a service comprising the supply of goods or services necessary for providing any service referred to in paragraphs (a) - (k) (Source: NSW Displan)

Functional Area

means a category of services involved in the preparations for an emergency, including the following:

- a. Agriculture and Animal Services;
- b. Communication Services;
- c. Energy and Utility Services;
- d. Engineering Services;
- e. Environmental Services;
- f. Health Services;
- g. Public Information Services;
- h. Transport Services; and
- i. Welfare Services

Functional Area Coordinator

in this plan means the nominated coordinator of a Functional Area, tasked to coordinate the provision of Functional Area support and resources for emergency response and recovery operations, who, by agreement of Participating and Supporting Organisations

within the Functional Area, has the authority to commit the resources of those organisations.

Government Agency

means:

- a. a government department or administrative office as defined in the Public Sector Management Act 1988;
- b. a public authority, being a body (whether incorporated or not) established by or under an Act for a public purpose, other than:
 - i. the Legislative Council or Legislative Assembly or a committee of either or both of those bodies; or
 - ii. a court or other judicial tribunal;
- c. the NSW Police Force;
- d. a local government council or other local authority; or
- e. a member or officer of an agency referred to in paragraphs (a) – (d) or any other person in the service of the Crown who has statutory functions, other than:
 - i. the Governor, the Lieutenant-Governor or the Administrator of the State;
 - ii. a Minister of the Crown;
 - iii. a Member of the Legislative Council or Legislative Assembly or an officer of that Council or Assembly; or
 - iv. a judicial officer (Source: NSW Displan)

Hazard

in this plan means a potential or existing condition that may cause harm to people or damage to property or the environment (Source: NSW Displan)

Impact Assessment

a continuous and dynamic process of ongoing information assessments. It involves the collection, interpretation, analysis and treatment of social, built, economic and natural impacts to a community or communities (Source: EM NSW Guidelines for Initial Impact Assessments during Emergencies)

Liaison Officer (LO)

in this plan means a person, nominated or appointed by an organisation or functional area, to represent that organisation or functional area at a control centre, emergency operations centre, coordination centre or site control point, a liaison officer maintains communications with and conveys directions/requests to their organisation or functional area, and provides advice on the status, capabilities, actions and requirements of their organisation or functional area (Source: NSW Displan)

Local Emergency Management Committee (LEMC)

means the committee constituted under the State Emergency and Rescue Management Act, 1989 (as amended), for each local government area, and is responsible for the preparation of plans in relation to the prevention of, preparation for, response to and recovery from emergencies in the local government area (Local DISPLAN) for which it is constituted. In the exercise of its functions, any such Committee is responsible to the relevant District Emergency Management Committee (Source: NSW Displan)

Local Emergency Operations Controller (LEOCon)

means a Police Officer appointed by the District Emergency Operations Controller as the Local Emergency Operations Controller for the Local Government Area (Source: NSW Displan)

Local Government Area (LGA)

means an area within the meaning of the Local Government Act 1993 and includes a combined local government area as referred to in section 27 of the State Emergency and Rescue Management Act, 1989 (as amended) (Source: NSW Displan)

Minister

means the Minister for Emergency Services

Mitigation

means measures taken in advance of, or after, a disaster aimed at decreasing or eliminating its impact on society and environment (Source: NSW Displan)

National Disaster Recovery Principles

a series of key concepts, accompanied by a complementary phrase and a series of key considerations for successful recovery.

Natural Disaster

a natural disaster is a serious disruption to a community or region caused by the impact of a naturally occurring rapid onset event that threatens or causes death, injury or damage to property or the environment and which requires significant and coordinated multi-agency and community response. Such serious disruption can be caused by any one, or a combination, of the following natural hazards: bushfire; earthquake; flood; storm; cyclone; storm surge; landslide; tsunami; meteorite strike; or tornado (Source: NSW Displan)

Natural Disaster Relief and Recovery Arrangements (NDRRA)

Australian Government provides funding through the Natural Disaster Relief and Recovery Arrangements (NDRRA) to help pay for natural disaster relief and recovery costs based on the terms and conditions in the NDRRA Determination 2007

Needs Assessment

an assessment of the community as a result of an event including effects, community demography, available resources and the pre-existing psychological state of the community

Non Government Agency

means a voluntary organisation or any other private individual or body, other than a government agency (Source: NSW Displan)

Participating Organisation

in this plan means the Government Departments, statutory authorities, volunteer organisations and other agencies who have either given formal notice to Agency Controllers or Functional Area Coordinators, or have acknowledged to the State Emergency Management Committee, that they are willing to participate in emergency management response and recovery operations under the direction of the Controller of a combat agency, or Coordinator of a Functional Area, with the levels of resources or support as appropriate to the emergency operation (Source: NSW Displan)

Preparation

in relation to an emergency includes arrangements or plans to deal with an emergency or the effects of an emergency (Source: NSW Displan)

Prevention

in relation to an emergency includes the identification of hazards, the assessment of threats to life and property and the taking of measures to reduce potential loss to life or property (Source: NSW Displan)

Public Awareness

the process of informing the community as to the nature of the hazard and actions needed to save lives and property prior to and in the event of disaster (Source: NSW Displan)

Public Information Strategy

a plan detailing efficient and effective dissemination of information to the affected community and the community at large in respect to recovery measures and contact points is essential

Recovery

in relation to an emergency includes the process of returning an affected community to its proper level of functioning after an emergency (Source: NSW Displan)

Recovery Action Plan

a plan developed to provide the strategic direction and operational actions required to facilitate a successful recovery at local, district and/or state level

Recovery Centre

one-stop-shops that centralise Local, State and Commonwealth Government and non-government services to people affected by disasters

Recovery Committee

the strategic decision making body for recovery providing visible and strong leadership with a key role in restoring confidence to the community through assessing the consequences of the emergency and coordinating activities to rebuilding, restoring and rehabilitating the affected community.

Recovery Coordinator

the public face of the recovery operation, providing leadership to the Recovery Committee and coordinating the recovery effort in accordance with agreed recovery plans

Recovery Plan

the plan outlining the strategic intent, responsibilities, authorities and mechanisms for disaster recovery in NSW

Recovery Task Group

are coordinated group of agencies with significant expertise in a particular recovery environment

Relief

the provision of immediate shelter, life support and human needs of persons affected by, or responding to, an emergency. It includes the establishment, management and provision of services to emergency relief or recovery centres (Source: NSW Displan)

Rescue

means the safe removal of persons or domestic animals from actual or threatened danger of physical harm (Source: NSW Displan)

Response

in relation to an emergency includes the process of combating an emergency and of providing immediate relief for persons affected by an emergency (Source: NSW Displan)

Risk

a concept used to describe the likelihood of harmful consequences arising from the interaction of hazards, communities and the environment (Source: NSW Displan)

Risk Assessment

the process used to determine risk management priorities by evaluating and comparing the level of risk against predetermined standards, target risk levels or other criteria (Source: NSW Displan)

Risk Management

the systematic application of management policies, procedures and practices to the tasks of identifying, analysing, evaluating, treating and monitoring risk (Source: NSW Displan)

State Disaster Recovery Advisory Group (SDRAG)

develops and provides advice to the State Emergency Recovery Controller (SERCon) on NSW recovery policies, arrangements and plans

State Emergency Management Committee (SEMC)

means the committee constituted under the State Emergency and Rescue Management Act, 1989 (as amended), as the principal committee established under this Act for the purposes of emergency management throughout the State, and, in particular, is responsible for emergency planning at State level (Source: NSW Displan)

State Emergency Operations Controller (SEOCon)

means the person appointed by the Governor, on the recommendation of the Minister, responsible, in the event of an emergency which affects more than one District, for controlling the allocation of resources in response to the emergency. The State Emergency Operations Controller is to establish and control a State Emergency Operations Centre (Source: NSW Displan)

State Emergency Recovery Controller (SERCon)

a statutory position appointed by the Minister for Emergency Services and is responsible for controlling the recovery from the emergency in accordance with Section 20B of the State Emergency and Rescue Management Act 1989

State Emergency and Rescue Management Act 1989 (SERM Act)

is the underlying act for emergency management in NSW. It specifies responsibilities of the Minister and requirements of the Displan

Supporting Organisation

in this plan means the Government Departments, statutory authorities, volunteer organisations and other specialist agencies who have indicated a willingness to participate and provide specialist support resources to a combat agency Controller or Functional Area Coordinator during emergency operations (Source: NSW Displan)

Supporting Plan

in this plan means a plan prepared by an agency / organisation or functional area, which describes the support which is to be provided to the controlling or coordinating authority during emergency operations. It is an action plan which describes how the agency / organisation or functional area is to be coordinated in order to fulfil the roles and responsibilities allocated (Source: NSW Displan)

Terrorist Act

is an act or threat, intended to advance a political, ideological or religious cause by coercing or intimidating an Australian or foreign government or the public, by causing serious harm to people or property, creating a serious risk of health and safety to the public, disrupting trade, critical infrastructure or electronic systems (Source: NSW Displan)

Victim

means a sufferer from any destructive, injurious, or adverse action or agency [Macquarie Dictionary - Second Edition]. In this plan it means a person adversely affected by an emergency (Source: NSW Displan)

Vulnerability

the degree of susceptibility and resilience of the community and environment to hazards (Source: NSW Displan)

Welfare Services

means the services provided to assist in the relief of personal hardship and distress to individuals, families and communities who are the victims of an emergency (Source: NSW Displan)

ANNEXURES

Annexure 1: National Principles for Disaster Recovery

Introduction

Recovery is a significant component within Australia's comprehensive approach to emergency management (Prevention, Preparedness, Response, and Recovery). Applied at national, jurisdictional and local levels, a variety of recovery actions deliver significant positive results for those affected by disasters.

Background

Disaster recovery is :

"The coordinated process of supporting disaster affected communities in the reconstruction of the physical infrastructure and the restoration of emotional, social, economic and physical wellbeing".¹

Considerations include *"community, psycho-social, infrastructure, economic and environmental recovery".²*

Planning for recovery is integral to preparing for emergencies, and is not simply a post-emergency consideration. Recovery commences with planning and responding to an emergency and continues until after the affected community is able to manage on its own.

Disaster recovery is applied in a non-discriminatory manner, based on respect. It acknowledges the existing environment and is centred on the impacted community which is broadly defined, and includes groups linked by location, industry, culture, impact, interest etc.

Principles that describe the application of recovery are an effective means for sharing goals in a field that involves many entities. These principles are reflected in a variety of manuals and plans to help support effective recovery outcomes.

¹ Australian Emergency Manual, Disaster Recovery EMA 2004

² CSMAC 2004, Review of community support and recovery arrangements following disaster, FACS 2004

The structure of the Principles

The new principles comprise a series of six key concepts, accompanied by a complementary phrase and a series of key considerations. The principles themselves are able to stand alone or with their complementary phrase.

The key considerations are not intended as an exhaustive list and are written as guidelines only. They represent a range of aspects that are considered central to successful recovery.

Applying the Recovery Principles

Disaster recovery involves a variety of organisations and individuals across government, non-government and the community. The principles are therefore intended to be adopted and used at national, state and territory and local levels.

The principles are written as guidelines of good practice and should underpin the planning and operations within local emergency management frameworks. They will be described within a variety of reference or training contexts.

The National Disaster Recovery Principles

Disaster recovery is part of emergency management, which includes the broader components of prevention, preparedness and response. Planning for recovery is integral to emergency preparation and mitigation actions may often be initiated as part of recovery.

Disaster recovery includes physical, environmental and economic elements, as well as psychosocial wellbeing. Recovery can provide an opportunity to improve these aspects beyond previous conditions, by enhancing social and natural environments, infrastructure and economies – contributing to a more resilient community.

Successful recovery relies on:

- understanding the **context**;
- recognising **complexity**;
- using **community**-led approaches;
- ensuring **coordination** of all activities;
- employing effective **communication**; and
- acknowledging and building **capacity**.

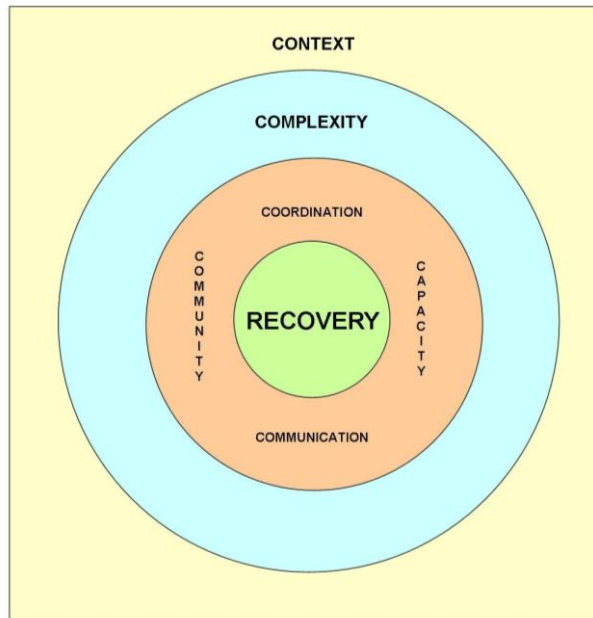


Figure 1: The national principles for disaster recovery

The relationship between the six principles is provided in Figure 1. Whilst all are equally part of ensuring effective recovery, the understanding of complexity and context are seen as foundation factors. The following paragraphs describe all six principles in more detail.

Understanding the context

Successful recovery is based on an understanding of the community context. Recovery should:

- appreciate the risks faced by communities;
- acknowledge existing strengths and capacity, including past experiences;
- be culturally sensitive and free from discrimination;
- recognise and respect differences; and
- support those who may be more vulnerable; such as people with disabilities, the elderly, children and those directly affected.

Recognising complexity

Successful recovery acknowledges the complex and dynamic nature of emergencies and communities. Recovery should recognise that:

- information on impacts is limited at first and changes over time;
- affected individuals and communities have diverse needs, wants and expectations, which are immediate and evolve rapidly;
- quick action to address immediate needs is both crucial and expected;
- disasters lead to a range of effects and impacts that require a variety of approaches; they can also leave long-term legacies;
- conflicting knowledge, values and priorities among individuals, communities and organisations may create tensions;
- emergencies create stressful environments where grief or blame may also affect those involved;
- the achievement of recovery is often long and challenging and
- existing community knowledge and values may challenge the assumptions of those outside the community.

Using community-led approaches

Successful recovery is responsive and flexible, engaging communities and empowering them to move forward. Recovery should:

- centre on the community, to enable those affected by a disaster to actively participate in their own recovery;
- seek to address the needs of all affected communities;
- allow individuals, families and communities to manage their own recovery;
- consider the values, culture and priorities of all affected communities;
- use and develop community knowledge, leadership and resilience;
- recognise that communities may choose different paths to recovery;
- ensure that the specific and changing needs of affected communities are met with flexible and adaptable policies, plans, and services; and
- build strong partnerships between communities and those involved in the recovery process.

Ensuring coordination of all activities

Successful recovery requires a planned, coordinated and adaptive approach based on continuing assessment of impacts and needs. Recovery should:

- be guided by those with experience and expertise, using skilled and trusted leadership;
- reflect well-developed planning and information gathering;
- demonstrate an understanding of the roles, responsibilities and authority of other organisations and coordinate across agencies to ensure minimal service disruption;
- be part of an emergency management approach that integrates with response and contributes to future prevention and preparedness;
- be inclusive, using relationships created before and after the emergency;
- have clearly articulated and shared goals based on desired outcomes;
- have clear decision-making and reporting structures;
- be flexible, take into account changes in community needs or stakeholder expectations;
- incorporate the planned introduction to and transition from recovery-specific actions and services; and
- focus on all dimensions; seeking to collaborate and reconcile different interests and time frames.

Employing effective communication

Successful recovery is built on effective communication with affected communities and other stakeholders. Recovery should:

- ensure that all communication is relevant, timely, clear, accurate, targeted, credible and consistent;
- recognise that communication with a community should be two-way, and that input and feedback should be sought and considered over an extended time;
- ensure that information is accessible to audiences in diverse situations, addresses a variety of communication needs, and is provided through a range of media and channels;
- establish mechanisms for coordinated and consistent communication with all organisations and individuals; and

- repeat key recovery messages because information is more likely to reach community members when they are receptive.

Acknowledging and building capacity

Successful recovery recognises, supports and builds on community, individual and organisational capacity. Recovery should:

- assess gaps between existing and required capability and capacity;
- support the development of self-reliance;
- quickly identify and mobilise community skills and resources;
- acknowledge that existing resources will be stretched, and that additional resources may be required;
- recognise that resources can be provided by a range of stakeholders;
- understand that additional resources may only be available for a limited period, and that sustainability may need to be addressed;
- provide opportunities to share, transfer and develop knowledge, skills and training; understand when and how to disengage; and develop networks and partnerships

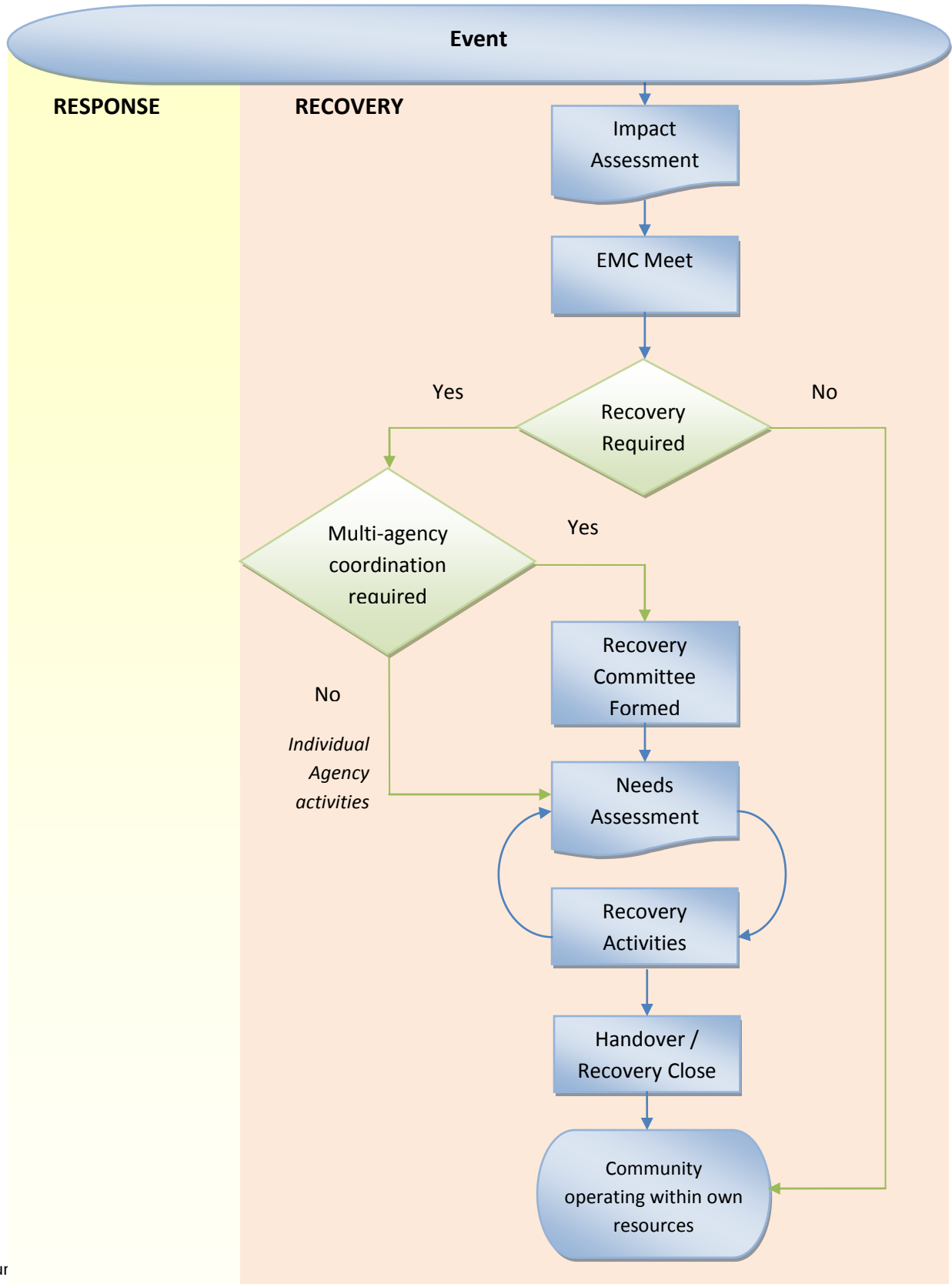
Annexure 2: Agencies that might form membership on a Disaster Recovery Committee

The following organisations may be included on Disaster Recovery Committees depending on the type of disaster and activities involved in the recovery operation. The list is not exhaustive and other organisations that are not listed may also be included.

- NSW Treasury
- Local Council
- Human Services - Community Services
- Services, Technology and Administration - NSW Public Works
- Services, Technology and Administration - NSW Government Chief Information Office
- Health - NSW Health and Area Health Services
- Environment, Climate Change and Water
- Transport and Infrastructure - Ministry of Transport
- Industry and Investment - NSW Primary Industries
- Industry and Investment - State and Regional Development including Tourism NSW
- Transport and Infrastructure - Roads and Traffic Authority
- Education and Training
- Human Services - Ageing, Disability and Home Care
- Human Services - Housing NSW
- Premier and Cabinet - Local Government
- Services, Technology and Administration - Office of Fair Trading
- Industry and Investment - Rural Assistance Authority
- Insurance Council of Australia and Insurance companies
- Centrelink
- Department of Families, Housing, Communities Services and Indigenous Affairs
- Attorney General's Department, Emergency Management Australia
- Emergency Operations Controllers (LEOCon, DEOCon, SEOCon)
- Emergency Service Agencies

Membership can also include non-government organisations, businesses and community groups that have key roles in the affected community.

Annexure 3: Recovery Process



Annexure 4: Emergency Financial Assistance

The following schemes are available under the NSW Natural Disaster Relief and Recovery Arrangements:

- 1. Personal hardship and distress assistance.** Immediate financial or in kind assistance for disaster affected people who do not have, or cannot access their own financial resources to meet immediate needs for food, clothing and shelter. Disaster Relief Grants are also available for essential contents and structural repairs to homes for low income disaster affected people that meet certain eligibility criteria. Human Services - Community Services administers this assistance.
- 2. Primary producers.** Loans of up to \$130,000 are available (subject to certain eligibility criteria) at a concessional interest rate for those in urgent need. These loans may be used to meet carry on requirements and to replace livestock and plant. These loans are administered by Industry and Investment - Rural Assistance Authority. Transport subsidies of up to 50% on the carriage of livestock, fodder and water are available to help primary producers (subject to certain eligibility criteria). The maximum subsidy available is \$15,000 per annum. This scheme is administered by Industry and Investment - NSW Primary Industries
- 3. Small businesses.** Loans of up to \$130,000 are available at a concessional interest rate to small businesses affected by disasters and that meet certain eligibility criteria. This finance is available to those unable to obtain assistance through normal channels. These loans are administered by Industry and Investment - Rural Assistance Authority.
- 4. Councils.** Grants are available to restore essential public assets that must be replaced as a matter of urgency. Funding is available to meet the additional cost in excess of normal operations to undertake emergency works such as debris cleanup of streets and footpaths. Funding is also available to assist with restoration works such as levee repairs, stormwater drainage works, replacement of facilities in reserves and parks, pavement and retaining wall repairs etc. The financial assistance covers 100% of eligible emergency works and 75% of eligible restoration works up to \$116,000 with 100% cost recovery beyond that level. The Department of Services, Technology & Administration - NSW Public Works administers this assistance. Details are available on the DSTA website at

<http://publicworks.nsw.gov.au/environment-sustainability/natural-disaster-relief-recovery>

5. Grants are available to help Councils to permanently restore **roads and bridges** to pre-disaster standards. These grants meet 75% of the first \$116,000 expenditure and 100% beyond that level. This assistance is administered by Transport and Infrastructure - Roads and Traffic Authority.
6. **Trustees of Parks and Reserves.** Provided the facilities concerned constitute public assets, grants may be made available to those parties (eg trustees) responsible for managing Crown Land, parks and reserves, who do not have the financial capacity to meet restoration costs from their own resources. The Department of Services, Technology & Administration - Lands administers this scheme.
7. **Sporting Clubs.** A special scheme is available to assist sporting clubs to meet the costs of restoring essential club facilities that have been damaged or destroyed. The assistance is made available to those clubs that do not have the financial capacity to meet restoration costs from their own resources, but that have the capacity to repay any loan that may be granted. Under these arrangements the maximum assistance available is \$12,000, including a grant of up to \$2,000 and the balance by way of repayable advance at a concessional interest rate. NSW Treasury administers this scheme.
8. **Churches and Voluntary Non-profit Organisations.** Loan assistance is available to churches and voluntary non-profit organisations to restore essential facilities that have been damaged or destroyed. As with other schemes, assistance is only available to those organisations that do not have the financial capacity to meet restorations costs from their own resources and are unable to obtain assistance through normal channels. Advances are subject to a maximum of \$25,000 at a concessional interest rate. NSW Treasury administers this scheme.