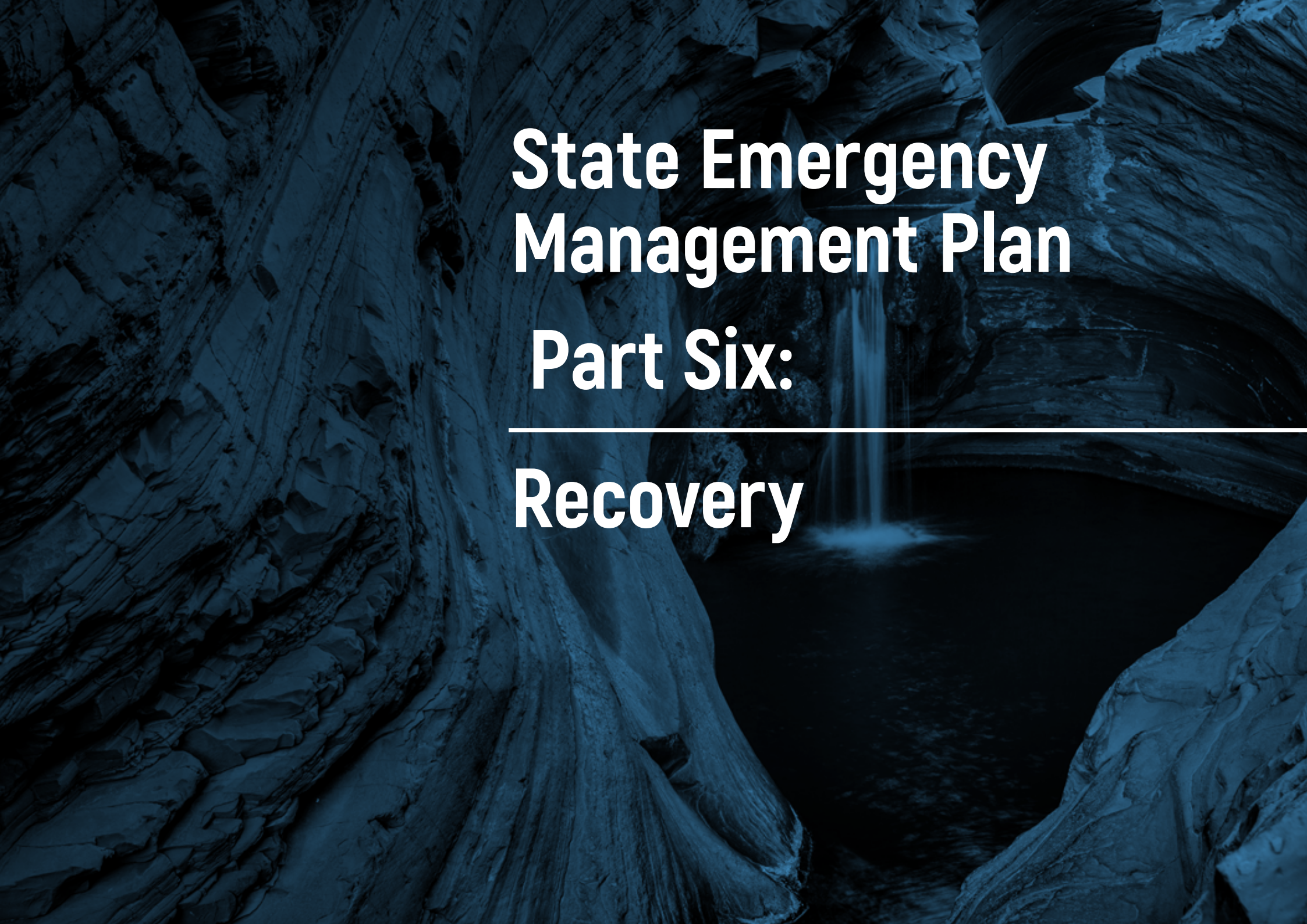




State Emergency Management Plan

Part Six:

Recovery

Part six of the State Emergency Management Policy (State EM Policy), defines recovery as - “the restoring or improving of livelihoods and health, as well as 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 (Australian Disaster Recovery Framework [2022]).

Recovery planning and activities may be organised in three phases known as Preparing for Recovery, Response/Early Recovery, and Recovery Operations (see figure 12) and across four functional areas, social, built, environment and economic.

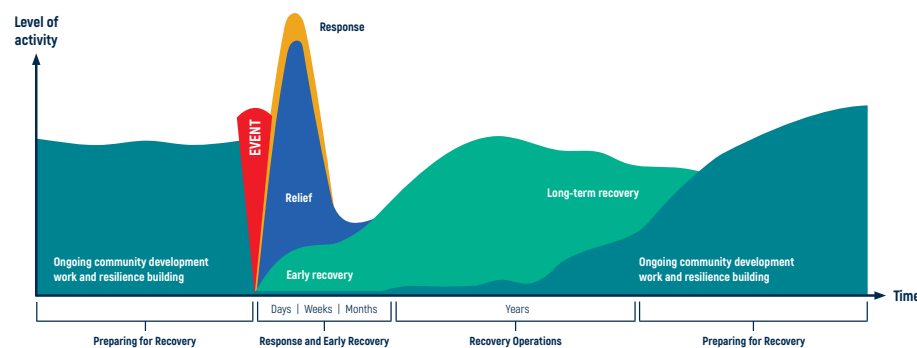


Figure 12. Phases of recovery

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The four functional areas used for organising recovery planning and activities are:

The **social functional area** focuses on the health and wellbeing of individuals, families and communities, including safety, security and shelter, health and psychosocial wellbeing.

The **built functional area** focuses on physical infrastructure, including essential services, commercial and industrial facilities, public buildings, assets and housing.

The **environment functional area** focuses on land-based, aquatic, coastal and marine ecosystems, and environmental values that are of cultural, local and/or national significance. This area includes the management and disposal of waste and management of environmental health issues.

The **economic functional area** focuses on the economy (local and state-level), including jobs, businesses and industries.

In Western Australia, the governance, planning and delivery of recovery is underpinned by the State Strategic Recovery Priorities (section 6.1.9 State EM Policy):

Assist people to meet their recovery needs with targeted, timely, accessible and equitable support and resources for individuals, businesses and organisations impacted by disasters.

Enable community-centred recovery by recognising local context and supporting the capacity and capability of community to lead their own recovery and facilitate community participation in recovery planning and decision making.

Restore community function and wellbeing through repair, reconstruction and regeneration of the social, built, environment and economic functional areas.

Foster community disaster resilience by building back better and enhancing community preparedness.

6.1 Preparing for Recovery

Preparing for recovery occurs before an emergency to improve institutional capacity and capability for recovery across state agencies, local governments and the community sector. The phase involves preparing for recovery through the development and maintenance of policies, planning, systems, training and exercising. It also includes engaging with community to build their disaster preparedness and recovery capabilities.

6.1.1 Planning

Local Government, Hazard Management Agencies (HMAs), Support Organisations, Department of Fire and Emergency Services and other state agencies with delegated or legislative functions in emergency management or recovery, all have responsibilities to plan for recovery:

- Local Governments must include Local Recovery Plans in their Local Emergency Management Arrangements (section 41(4) EM Act).
- HMAs, Support Organisations and other agencies with assigned supporting roles must prepare, include and maintain up-to-date recovery arrangements in State Hazard Plans and State Support Plans (State EM Policy section 6.6.2 and 6.7.6).
- The Department of Fire and Emergency Services is responsible for advising the State Emergency Management Committee (SEMC) on amendments required to keep current the State recovery policy, plans and arrangements (State EM Policy Appendix A).

Planning processes should:

- take into account the State Strategic Recovery Priorities and National Principles for Disaster Recovery
- be framed in the context of the three phases of recovery (Preparing for Recovery, Response/Early Recovery, and Recovery Operations) and four functional areas (social, built, environment and economic)

- engage key stakeholders that will play a role in recovery
- consider the seven components of the [Australian Disaster Preparedness Framework](#) (available from Department of Home Affairs):
 - Establish effective governance, roles and responsibilities
 - Understand risks and consequences
 - Understand capability requirements
 - Enhance and develop capabilities
 - Foster partnerships
 - Plan, coordinate capabilities and partnership; and
 - Inform policy, investment & expectations (including consideration of recovery funding arrangements).

6.1.2 Training and Exercising

It is the responsibility of each local government and state agency with a role in recovery to ensure it has appropriately trained and skilled staff to execute its responsibilities during recovery.

The Department of Fire and Emergency Services is responsible for supporting recovery preparedness and capability across State Government. This may include developing and making available materials, programs and activities to assist local governments, Emergency Management Agencies and other State agencies develop the capability of its personnel.

The Department of Fire and Emergency Services should also provide opportunities for whole-of-government recovery preparedness by partnering with HMAs to facilitate recovery exercises that may include local governments, state agencies and non-government organisations.

6.1.3 Lessons management and continuous improvement

All local governments and state agencies with a role in recovery should capture observations and lessons identified during exercises and recovery

events and use these learnings to update and improve recovery plans, policies and arrangements.

The Department of Fire and Emergency Services should facilitate the collection of observations and lessons identified that may contribute improvements to state-level recovery operational matters.

6.2 Response and Early Recovery

Recovery begins during the response to an emergency, with early recovery activities commencing as soon as practically possible to mitigate the immediate impacts and alleviate suffering and distress. Work also commences on determining the level of state support required and establishing recovery governance structures.

6.2.1 Commencement of Recovery

In accordance with State EM Policy section 6.2, recovery is commenced and coordinated initially by the HMA until responsibility for recovery coordination is transitioned, depending on the complexity of recovery, to local or state government.

Initiating Recovery

To initiate recovery the HMA is responsible for:

- notifying the State Recovery Coordinator for Level 2 and 3 incidents, and declared emergencies
- ensuring response activities consider recovery needs, State Strategic Recovery Priorities, and advice from relevant local and state recovery coordinators
- including local and state government recovery representatives in incident management arrangements
- identifying and monitoring impacts, advising local government and the State Recovery Coordinator, and preparing an Impact Statement if required
- activating State Support Plan arrangements as needed, for example emergency relief services under the State Support Plan: Emergency Relief and Support
- incorporating recovery information into community engagement and public information communications
- coordinating and supporting initial clean-up of public places, areas and facilities and restoration of essential services to ensure public safety
- supporting urgent recovery programs if initiated prior to the transition of recovery responsibility.

Impact Statement

An Impact Statement provides a point-in-time overview of known and emerging impacts arising from an emergency.

The HMA must prepare an Impact Statement for:

- All Level 2 and 3 incidents unless an exemption has been granted by the State Recovery Coordinator
- Level 1 incidents if directed by the State Recovery Coordinator; or requested by local government and approved by the State Recovery Coordinator.

Where an Impact Statement is required, the HMA must use best endeavours to complete the Impact Statement before recovery coordination is transitioned from the HMA or as soon as reasonably practicable afterwards. The State EM Recovery Procedure 5.4.3 sets out the requirements of an Impact Statement.

The Impact Statement must be approved by the HMA and the local government Chief Executive Officer and endorsed by the State Recovery Coordinator (or delegate).

The State Recovery Coordinator may grant an exemption for the requirement to complete an Impact Statement where there are no impacts to the social, built, environment or economic functional areas requiring recovery activity. When deciding whether or not an Impact Statement is required, the State Recovery Coordinator must consult local government(s) affected by the emergency.

Transition of responsibility for coordinating recovery

The HMA should transfer responsibility for coordinating recovery to local government or where the State is involved, to the State Recovery Coordinator or where appointed the [Event] Recovery Coordinator/Controller, when:

- response operations have substantially achieved the State Strategic Control Priorities (State EM Policy section 5.1), and any objectives defined in the relevant State Hazard Plan
- residual risks to public health and safety can be managed by the local government or responsible agencies using available resources and legislative powers
- where applicable, affected areas have been made safe and access restored sufficiently to enable the commencement of recovery activities
- ongoing supply of food, essential services, relief and support services is secured and sustainable.

To facilitate the transition of recovery coordination, the HMA is responsible for liaising with the local government, State Recovery Coordinator and where appointed the [Event] Recovery Coordinator or Controller to plan the arrangements for transition of recovery coordination. The arrangements should address:

- respective roles and responsibilities of response and recovery teams

- arrangements for coordination between the response agency and recovery coordinator(s) during the transition
- decision-making processes
- arrangements for coordination of public information and communications
- any arrangements for the HMA or other state agency to continue involvement until outstanding risks or relief needs are met; and
- where an Impact Statement is required, the arrangements for completion of the Statement.

For R1 and R2 recoveries, the transition arrangements must be agreed with the local government(s). Where an agreement is unable to be reached, the local government or HMA may refer to the State Recovery Coordinator for recommendations on recovery coordination responsibilities.

For R3 and R4 recoveries, the HMA must prepare a written transition plan in consultation with local government(s), State Recovery Coordinator and [Event] Recovery Coordinator / Controller.

After the transition to recovery the HMA still has responsibility for supporting recovery (EM Act section 3 and 4(3)). This may include finalising the delivery of early recovery activities or supporting delivery of recovery activities and programs under the management and coordination of local government, State Recovery Coordinator and/or [Event] Recovery Coordinator / Controller.

Coordination with recovery in protracted response operations

As some hazards require protracted response operations, there may be a need for response activities to continue beyond the transfer of recovery coordination responsibilities from the HMA to Local/State Government.

In these circumstances, the HMA and State Recovery Coordinator must establish arrangements for coordination of ongoing response and recovery activities, including:

- definition of decision-making authority, roles and responsibilities

- shared understanding of priorities, objectives and risk
- arrangements for sharing of data and information
- arrangements for coordination of reporting and advice to government
- arrangements for public information and communication.

6.2.3 Recovery Coordination Arrangements

All recoveries, regardless of the level and complexity, require a coordinated and collaborative approach between community, non-government organisations, local governments and state government agencies to ensure delivery of recovery activities is needs driven, efficient, effective and avoids gaps or duplication.

Local Government

Local governments should activate their Local Recovery Plan when the impacts of an emergency have, or are likely to, disrupt community function or the well-being of the community.

The Local Recovery Coordinator coordinates recovery activities on behalf of the local government and, in more complex recovery events, will be supported by a Local Recovery Coordination Group or alternative local leadership structures established by the local government (for example a Council sub-committee or recovery working groups).

Recovery working groups, may be established by the local government to support the Local Recovery Coordinator and Local Recovery Coordination Group. The working groups may be based on the four functional areas, social built, environment and economic, or other structure appropriate to the community context.

Figure 13 provides a schematic representation of the local government recovery governance structure. These arrangements are scalable and flexible and should be adjusted to suit the scale of recovery and the context and needs of each community.

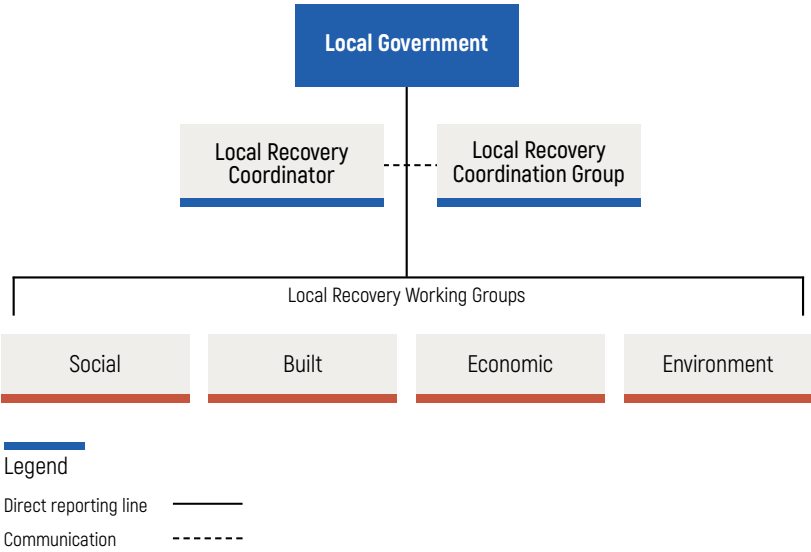


Figure 13 Example local government recovery governance structure

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Where a recovery event involves more than one local government, State EM Policy section 6.3.7 requires a coordinated approach across the local governments. This may include (but is not limited to):

- a joint local, district or regional coordination group
- appointing a joint Local Recovery Coordinator
- shared staffing of recovery roles; and/or
- joint Local or District Operational Recovery Plan.

District or regional recovery arrangements should be documented in a Local Operational Recovery Plan or other agreement between the local government(s).

State Government

The State EM Policy describes arrangements for state involvement to support local governments, when the complexity of the recovery exceeds the capacity and capability of the local government.

The Model for State Involvement in Recovery provides a four-tier framework (R1 - R4) to guide state roles in recovery. The State Recovery Coordinator advises the Fire and Emergency Services Commissioner on the required level of state support for recovery as per the Model, having taken into consideration:

- the complexity of recovery using the Recovery Level Assessment Support Tool provided in State EM Recovery Procedure 5.6
- advice from the local government(s) affected by the emergency regarding their capacity and capability to manage recovery
- advice from the HMA, the State Relief and Support Coordinator, State Emergency Coordinator (if appropriate) and other state agencies as appropriate to the impacts
- the State Strategic Recovery Priorities.

The State Recovery Coordinator may re-assess the recovery level at any time during recovery and provide updated advice regarding the requirements for state involvement in recovery.

The State Recovery Coordinator will establish the State Recovery Coordination Group and State Recovery Domains for all R3 and R4 recoveries and may convene them for R2 recoveries when required. The activation process, roles and membership of these groups are set out in State EM Recovery Procedures 5.1 - 5.6.

Figure 14 provides a schematic representation of the WA State Government recovery coordination arrangements. These structures are scalable and flexible and should be adjusted to suit the scale of recovery and the context and needs of each community.

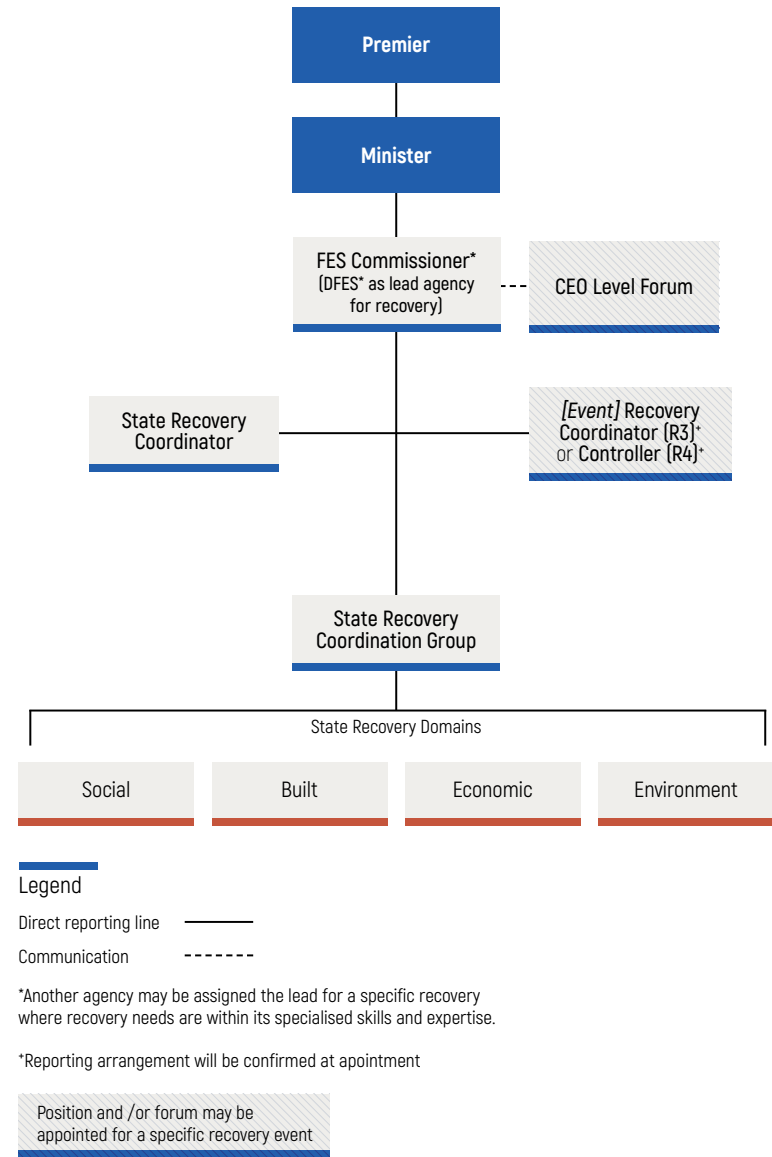


Figure 14 Example WA State Government recovery governance structure

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Community participation in recovery governance structures

All recovery coordination structures should include genuine and meaningful opportunities for community participation, particularly in needs assessment and the planning of recovery activities. Examples might include:

- inviting community members and stakeholders, including local business and industry representatives, to participate in a Local Recovery Coordination Group, local recovery working groups and, where appropriate, State Recovery Domains
- utilising existing community networks, groups and representative organisations as a mechanism for community engagement and advice
- establishing a community recovery working or advisory group
- engaging local community leaders and representatives to act as advisors or facilitators of engagement between government and community e.g. cultural and/or community navigators.

6.3 Recovery Operations

The recovery operations phase involves the delivery of activities and programs to address recovery needs and assist the community restore a stable level of function across the social, built, environment and economic functional areas. Activities in this phase include recovery needs assessment, community engagement, planning and implementation of recovery programs, as well as monitoring and evaluation.

The phase commences when responsibility for managing recovery has transitioned from the HMA to the local government and/or [Event] Recovery Coordinator/Controller.

Recovery operations should be guided by a Local Operational Recovery Plan and, where developed, a state recovery plan. The recovery operations phase

is complete when recovery activities are delivered or can be embedded in business-as-usual service delivery.

6.3.1 Recovery Programming

Recovery needs assessment

Recovery needs assessment is the process of identifying the specific support a community requires for recovery based on the consequences of the impacts arising from the emergency and the values, strengths and vulnerabilities of the community.

There is likely to be at least two 'versions' of the needs assessment:

- a rapid needs assessment undertaken in the response and early recovery phase when there is often limited information available
- a comprehensive needs assessment that underpins recovery planning for the recovery operations phase, and is informed by more complete information, data and community engagement.

Needs assessments are prepared by local governments for R1 and R2 recoveries and by the State Recovery Coordinator or [Event] Recovery Coordinator/Controller when appointed for R3 and R4 recoveries, with advice from the local government and community.

Urgent Recovery Programs

The rapid needs assessment may identify urgent recovery programs that need to start immediately, before a comprehensive needs assessment and recovery plan are finalised, and sometimes before the response operations concludes. Examples of urgent recovery activities include restoration of essential public assets, temporary accommodation, clean-up of debris and hazardous materials and the establishment of a community recovery hub.

To the extent possible, standing arrangements for the funding and delivery of early recovery activities should be established in the preparing for recovery phase.

Recovery Plans

A local government will prepare a Local Operational Recovery Plan for all R2, R3 and R4 recovery events and the State Recovery Coordinator, or where appointed an [Event] Recovery Coordinator / Controller, will prepare a State Recovery Plan for a R3 and R4 recovery event.

A Local Operational Recovery Plan and State Recovery Plan must be unique to the event, outcomes focused and informed by a comprehensive needs assessment and engagement with community stakeholders and recovery coordination groups.

Subject to recovery needs and funding, the Local Operational Recovery Plan and State Recovery Plan may include a range of recovery program types such as (but not limited to):

- financial assistance to assist the recovery of affected individuals, businesses, non-profits and other community organisations
- grant programs for community organisations or businesses to conduct activities which meet the immediate needs of individuals or undertake recovery and resilience projects within the community and impacted environments
- psychosocial, legal and other support services to individuals, businesses and community organisations
- funding support for asset and landowners to undertake reconstruction works and/or environmental rehabilitation works, including for the reconstruction of public assets
- industry support, economic stimulus and/or training programs to support impact businesses, industries or workforces.

Guidance for development of a Local Operational Recovery Plan and State Recovery Plan is provided in State EM Recovery Procedure 5.4. The Local Recovery Guidelines provides further guidance for the development of a Local Operational Recovery Plan.

Funding for Recovery Operations

A Local Operational Recovery Plan and State Recovery Plan will be supported by a funding strategy identifying:

- activities that are eligible for funding under the pre-agreed funding measures in the Disaster Recovery Funding Arrangements for Western Australia 2018
- activities that can be delivered by local and state government within existing budgets and programs
- activities that may be funded by private or philanthropic partners
- activities funded under extra-ordinary arrangements by the State and/or Commonwealth Governments.

The Department of Fire and Emergency Services is responsible for coordinating funding requests and proposals for recovery programs and activities to the State and Commonwealth Governments. Funding requests to the State Government are subject to the usual expenditure approval process and requirements.

6.3.2 Monitoring and Evaluation

Monitoring and Reporting

Ongoing monitoring and reporting of recovery activity and progress assists in managing the effectiveness of recovery activities and allows recovery programs to be adjusted, if required, to better meet evolving needs. The information and data collected will also contribute to the review and evaluation of local and state-level recovery plans.

Agencies delivering recovery programs are responsible for providing regular reports to the Local Recovery Coordinator, State Recovery Coordinator or [Event] Recovery or Controller (as appropriate) on the delivery of planned recovery activities against key performance indicators such as forecast program, budget and outputs.

Review and Evaluation

Review and evaluation of the outcomes of a local and state-level recovery plan is essential for accountability and to assess the effectiveness of recovery programs and activities. Evaluation may also be a requirement for recovery packages funded under joint Commonwealth-State Disaster Recovery Funding Arrangements.

A local government must review their Local Operational Recovery Plan within 12 months of the onset of the emergency or substantive completion of the plan, whichever is later (State EM Policy section 6.9). The review should:

- assess recovery progress, effectiveness, efficiency and appropriateness against recovery outcomes
- summarise the community's recovery journey
- capture observations and lessons identified
- meet the requirements of joint Commonwealth-State Disaster Recovery Funding Arrangements if applicable.

The State Recovery Coordinator must ensure a State Recovery Plan evaluation is completed within 12 months of substantive completion of the plan (State EM Policy section 6.9). The evaluation framework should:

- meet the requirements of joint Commonwealth-State Disaster Recovery Funding Arrangements if applicable
- consider the Australian Government Monitoring and Evaluation Framework for Disaster Recovery Programs (Argyrous 2018) and the State Government's Outcomes Measurement Framework for Community Services (Government of Western Australia 2022), or where updated, the most current versions published.

Evaluation activities should be commenced early in the recovery operations phase and be undertaken progressively at key stages.

6.3.3 Transition from State Recovery Arrangements

The State's involvement and support in recovery may be de-escalated or stood down when recovery services can be delivered through business-as-usual operations of the local and state government and extra-ordinary coordination or service delivery arrangements for recovery are no longer required. The timing will depend on the context of the community and recovery event, but may include when:

- a sustainable level of community function has been restored
- the [Event] Recovery Coordinator or Controller has fulfilled their responsibilities
- a State Recovery Plan is in place and the complexity of outstanding recovery needs can be managed by the local government or delivery agencies
- the local government and community have the capacity and capability to lead their ongoing recovery process.

It is important this process is planned and managed in a coordinated and orderly fashion.

The State Recovery Coordinator is responsible for planning and coordinating the de-escalation of state involvement in a recovery from R3/R4 to R1/R2 as the need for state coordination arrangements diminishes. Planning should address:

- timeframe for completion of recovery programs and operations, including funding deadlines and commitments
- outstanding priorities, outcomes and deliverables and responsible agencies
- arrangements for coordination, monitoring and reporting of remaining programs
- transition arrangements for public information and communication.