

# 7 Chapter 7: Recovery



## 7. Recovery

### Key points

- Recovery starts during the emergency response and encompasses linked and overlapping phases of relief and short term recovery, early recovery planning and medium to long term recovery.
- Recovery activities extend across social, economic, infrastructure and environmental domains.
- Recovery is focused on and led by affected communities. Government recovery efforts aim to support communities through the recovery process and should recognise the key leadership role of landowners, local communities and their leaders.
- Effective coordination, planning and communication is essential. Recovery efforts generally involve all levels of government, including municipal, regional and state emergency management structures, as well as non-government and community organisations.
- DPAC is the SEMC Advisory Agency for recovery and maintains the *State Recovery Plan*.

### 7.1 Overview

Recovery is the process of dealing with the impacts of an emergency and returning social, economic, infrastructure and natural environments to an effective level of functioning. Recovery starts during the emergency response and encompasses linked and overlapping phases of relief and short term recovery, early recovery planning and medium to long term recovery.

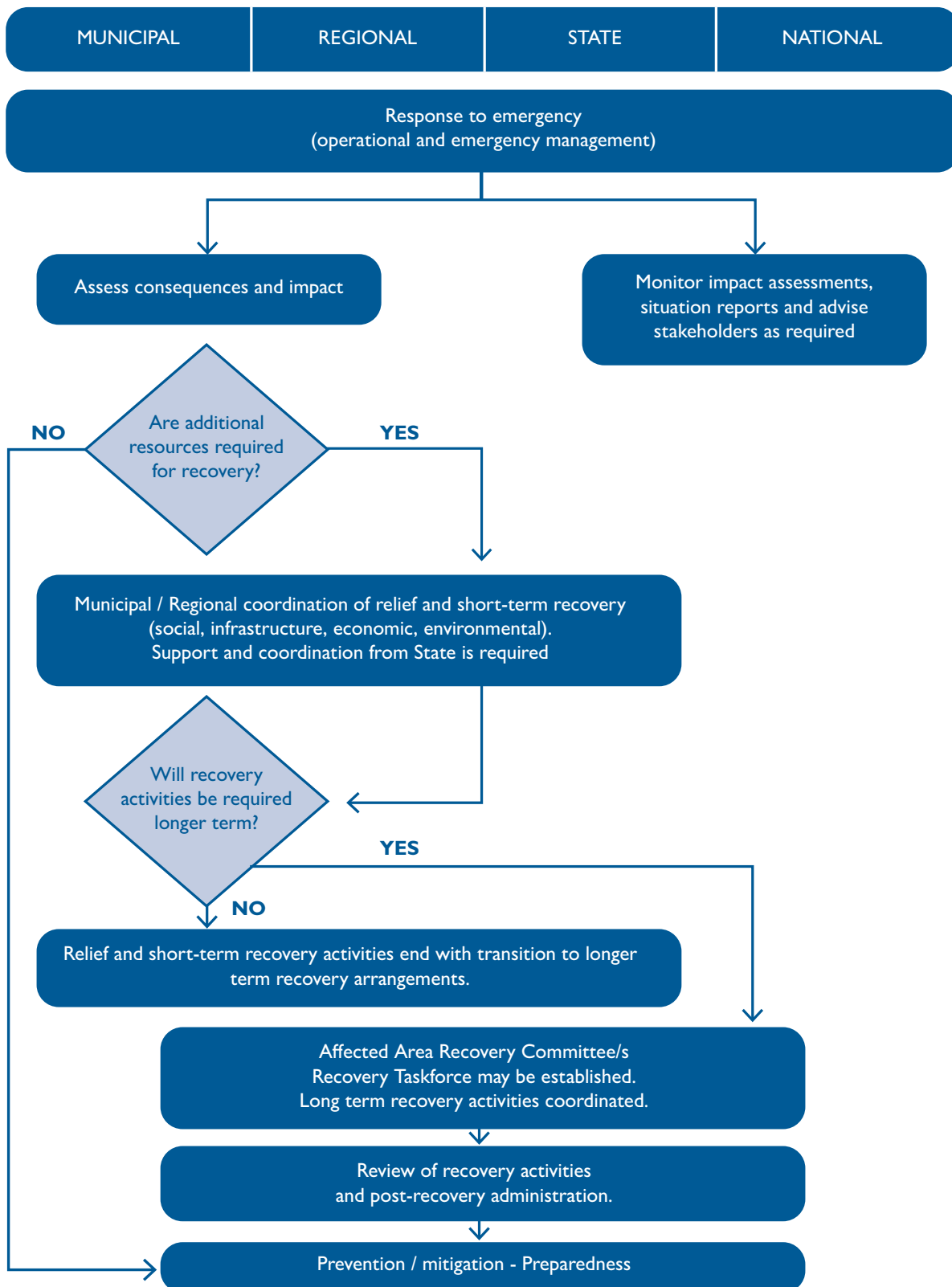
Recovery is an incremental process which often takes a long time.

The need for formalised recovery assistance varies within and across communities. Well-connected and well-prepared individuals, businesses and communities are often able to move to a new normality after a disaster with little or no assistance. Others require formalised and coordinated assistance after an emergency and throughout the recovery process.

Recovery aims to empower people and communities to participate in activities that restore community wellbeing and economic activity, and involves coordinated efforts across government, non-government, community and private sector organisations.

Successful recovery is community-led. Affected communities play a key role in guiding and delivering recovery assistance at the municipal level, with support and coordination at regional and state levels, depending on the complexity and magnitude of the event.

Figure 13: Summary of recovery processes



## 7.2 Overarching principles

Australia's *National Principles of Disaster Recovery* guide Tasmania's approach to recovery, and are based on six central themes:

1. Understanding the context: successful recovery is based on an understanding of the community context.
2. Recognising complexity: successful recovery acknowledges the complex and dynamic nature of emergencies and communities.
3. Using community-led approaches: successful recovery is responsive and flexible, engaging communities and empowering them to move forward.
4. Ensuring coordination of all activities: successful recovery requires a planned, coordinated and adaptive approach based on continuing assessment of impacts and needs.
5. Employing effective communications: successful recovery is built on effective communications with affected communities and other stakeholders.
6. Acknowledging and building capacity: successful recovery recognises, supports and builds on community, individual and organisational capacity.

## 7.3 Recovery objectives

The Tasmanian Government recovery objectives are to:

- Support the restoration of social, economic, infrastructure and natural environments to minimise long-term consequences for individual and community wellbeing, the economy and environment;
- Facilitate community participation in recovery planning and decision-making;
- Ensure that government and non-government support is targeted and appropriate;
- Assist communities to rebuild in a way that enhances resilience across social, economic, infrastructure and environmental values and encourages risk management; and

- Learn from experience and continually refine arrangements to enhance future recovery processes.

## 7.4 Coordination arrangements

Relief and short term recovery is coordinated through municipal and regional arrangements described in the TEMA Response chapter.

In the early stages of recovery, the State Recovery Advisor will seek advice from RECC/s to inform coordinated recovery needs assessment and planning. Medium to long term recovery is locally-coordinated, state-supported, or state-coordinated, as appropriate to the recovery needs.

Table 25: Recovery coordination arrangements

CATEGORY	RESPONSIBILITY	SUPPORT
<b>Relief and short term recovery management and coordination</b>		
Municipal	Municipal EM Coordinator	Municipal Council General Managers may appoint Municipal Recovery Coordinators to manage recovery responsibilities (section 24G of the Act).
Regional	Regional EM Controller	Tasmanian Government agencies coordinating recovery domains nominate Social, Economic, Infrastructure and Environmental. Recovery Coordinators to support the Regional EM Controller.
State	State EM Controller	State EM Controller is supported by the State Recovery Advisor, DPAC OSEM and/or Recovery Taskforce (DPAC), Coordinating Agencies, and recovery partners.
<b>Long term recovery management and coordination</b>		
Level 1	Municipal EM Committee	Supported by Municipal Councils and local support services.
Level 2	Recovery Unit AARCs	Supported by Municipal Councils, Tasmanian Government agencies and recovery partners.
Level 3	Recovery Taskforce AARCs	Supported by Municipal Councils, Tasmanian Government agencies and recovery partners.

## 7.5 Recovery domains and responsibilities

Recovery measures are planned, coordinated and implemented across four domains:

- social recovery;
- economic recovery;
- infrastructure recovery; and
- environmental recovery.

A Tasmanian Government agency is allocated responsibility for coordinating, managing and reporting on activities under each of the above domains, and for a fifth group of cross-domain functions.

- **Social recovery** focuses on ensuring safety, security and shelter and restoring health and psychological wellbeing (Coordinating Agency: DoH)
- **Infrastructure recovery** focuses on restoring critical assets and essential services that may have been damaged or destroyed (Coordinating Agency: DSG)
- **Economic recovery** focuses on supporting

businesses and industries to overcome the impacts of an emergency (Coordinating Agency: DSG)

- **Environmental recovery** focuses on protecting natural and cultural assets and values, supporting primary producers and managing waste, pollution and biosecurity (Coordinating Agency: DPIPW)
- **Cross domain functions** include whole-of-government functions which cut across the social, economic, infrastructure and environmental domains (Coordinating Agency: DPAC)

For more details on functional domains and specific responsibilities see

- the *State Recovery Plan*; and
- the planning and guidance documents of the Recovery Coordinating and Responsible Agencies.

Agencies with functional responsibilities prepare and maintain arrangements to manage the delivery and coordination of relevant recovery functions, including partnerships and support arrangements with NGOs and community groups.

## 7.6 Early recovery planning

Early recovery refers to activities undertaken during and/or immediately after an emergency event to:

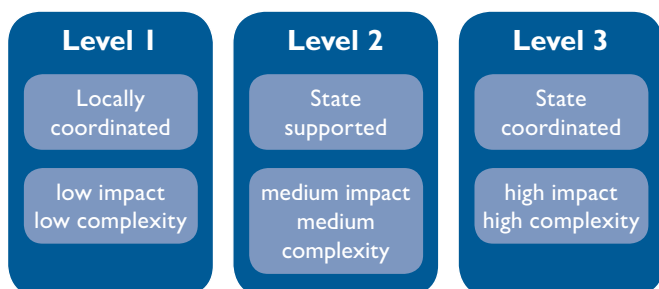
- understand and evaluate impacts, damage and recovery needs;
- consider and design appropriate governance structures and arrangements; and
- develop an initial action plan for medium to long term recovery.

This usually happens in parallel to, and is informed by, relief and short term recovery activities occurring as part of response management structures.

Municipal EM Coordinators (Municipal Recovery Coordinators) are responsible for identifying impacts and recovery needs within their local government area. If recovery assistance or coordination is required, they should advise the Regional EM Controller and/or RECC (if activated) which work in consultation with Municipal EM Coordinators to prepare and collate early impact assessments.

The State Recovery Advisor DPAC works in consultation with Regional RM Controllers, RMAs, Recovery Coordinating Agencies, and Municipal EM Coordinators (or Municipal Recovery Coordinators) to assess recovery needs, support the immediate recovery, and plan the medium to long term recovery approach, including the need for State Government support and Affected Area Recovery Committees.

In consultation with the State EM Controller and the State Recovery Committee, the State Recovery Advisor advises the Government on recovery needs and arrangements, including recommendations for the most appropriate approach to long-term recovery. These arrangements exist regardless of whether the SCC is activated or not.



## 7.7 Medium to long-term recovery

Medium to long-term recovery involves the implementation of programs to help communities restore, rebuild and return to an effective level of functioning. Assistance may be delivered through government or non-government organisations, guided by relevant plans and arrangements, and the suitability and availability of local support services. Longterm recovery may be coordinated by a Municipal Recovery Committee, or through an AARC, which may be supported by a state-level Recovery Unit or Taskforce.

There are three broad approaches for long-term recovery coordination, depending on:

- the scale of impact;
- the expected duration and
- the complexity of the recovery process.

While the approach used will be modified according to assessed ongoing needs, the following provides a **general guide** to the type of governance arrangements that apply to each of the three levels. See the *State Recovery Plan* for more details.

### LOCALLY COORDINATED

Locally coordinated recovery is managed and coordinated by the Municipal EM Coordinator (or Municipal Recovery Coordinator), with support from the MEMC.

### STATE SUPPORTED

State supported recovery is managed and coordinated through an AARC, with assistance provided by the relevant Tasmanian Government agencies. AARC may be supported at the state level by a small Recovery Unit.

### STATE COORDINATED

State coordinated recovery is led by a State Recovery Coordinator who coordinates state-level recovery activities guided by AARC. A Recovery Taskforce may be established to develop long term recovery plans, and coordinate assistance and capability across Tasmanian Government agencies.

These arrangements exist whether or not the SCC is activated. Generally, the SCC will not be active during long term recovery.



## 7.8 Recovery partners

NGOs and community groups play an important role in supporting recovery efforts. The Recovery Partners Network (RPN) provides a forum for government, NGOs and other partners to share information and resources, develop partnerships, encourage collaboration, support the coordination of relief and recovery efforts and inform ongoing needs assessment. During response and recovery, recovery partners work in collaboration with relevant Coordinating Agencies.

## 7.9 Public information and communication

When activated, the whole-of-government PIU is responsible for early relief and recovery communications and tasked accordingly. If the PIU is not active, DPAC's Communications and Protocol Unit will provide recovery communications support to DPAC OSEM as required. The PIU has a dedicated recovery team tasked with coordinating recovery information and managing the development of documentation that will guide the transition from response to recovery. The role of the PIU in recovery includes:

- developing a short-term recovery communications strategy;
- managing the TasRecovery website and social media accounts;
- activating recovery branded materials suitable for the emergency; and
- supporting the Recovery Advisor and liaising with the RECC and DPAC OSEM.

Following transition from response/ relief to recovery, the PIU's recovery responsibilities and functions will be transitioned to a Recovery Taskforce or the relevant recovery authority. The PIU's recovery team and its functions are important to ensure there is no gap in public information during this transition phase.

For more information about public information in recovery, refer to the *Tasmanian Public Information Guidelines*.

## 7.10 Financial management

Tasmanian Government agencies and Municipal Councils are responsible for authorising expenditure relating to their recovery functions. Recovery costs should be recorded separately by Municipal Councils and other organisations to simplify the cost reporting and claiming process under the *Tasmanian Relief and Recovery Arrangements* (TRRA) and *Disaster Recovery Funding Arrangements* (DRFA).

The TRRA is the primary policy under which the Tasmanian Government provides recovery financial assistance to individuals, businesses, primary producers, non-profit organisations and local government. Financial assistance is activated based on identified recovery needs and is targeted at those most impacted and unable to provide for their own recovery. DPAC is responsible for coordinating advice to the Premier regarding recovery needs and activation of financial assistance measures.

The DRFA is the primary mechanism by which the Australian Government provides natural disaster recovery financial assistance to Tasmania. DPAC is responsible for administering the DRFA in Tasmania.

## 7.11 Recovery review (lessons management)

The State Recovery Advisor oversees evaluations and internal reviews of state-level, long-term recovery processes to inform continuous improvement in preparedness for recovery.

## 7.12 Recovery functional responsibilities

The below table is based on the *State Recovery Plan* (Issue 3 2018) (the Plan). In the event of any inconsistency in information between the TEMA and the Plan in relation to functional responsibilities in recovery, **the Plan takes precedence**.

Refer to the Plan for more information on Coordinating Agency responsibilities and the role of Responsible Agencies.

*Table 26: Recovery Functional Responsibilities*

<b>SOCIAL</b>		
Coordinating Agency	DOH (State/Strategic level) THS (Regional/Operational level)	
<b>Function</b>	<b>Responsible Agency</b>	<b>Support Agency</b>
Evacuation and recovery centres	Municipal Councils	DoH (THS) NGOs
Emergency catering	DoH (THS) Municipal Councils	NGOs
Broker emergency accommodation	Communities Tasmania	Municipal Councils NGOs Regional tourism organisations
Psychological support, including personal support and outreach services	DoH (THS)	NGOs
Care for children	Communities Tasmania	NGOs
Financial assistance for personal hardship and distress	DoH (Strategic planning and coordination) Communities Tasmania (Operations)	DPAC (OSEM)
Financial assistance for not for profit organisations	DoH (Strategic planning and coordination) Communities Tasmania (Operations)	DPAC (OSEM)
Technical advice (as required):	DoH (PHS)	Municipal Councils DoJ (WorkSafe) DPIPWE (EPA)
<b>ECONOMIC</b>		
Coordinating Agency	DSG	
<b>Function</b>	<b>Responsible Agency</b>	<b>Support Agency</b>
Support for business and industry	DSG (Business and Trade Tasmania)	NGO's Industry representative or support bodies
Economic and industry-specific programs:	DSG (Business and Trade Tasmania)	Industry bodies Regional Tourism organisations Regional Development organisations
Financial assistance measures for small businesses	DSG (Business and Trade Tasmania)	DPAC (OSEM)



<b>INFRASTRUCTURE</b>		
Coordinating Agency	DSG	
Function	Responsible Agency	Support Agency
Roads and bridges	Road Manager (as applicable): DSG (State Roads) Municipal Councils DPIPWE (PWS) SST TasRail (Rail bridges) Hydro Tasmania	DSG (State Roads)
Other community infrastructure and recreational facilities	Asset owners (as applicable): Municipal Councils DPIPWE (PWS) SST	
Ports, airports and rail	TasPorts Airport Operators TasRail	DSG (Transport Systems & Planning Policy)
Electricity supply and generation	Hydro Tasmania TasNetworks	DSG (Office of Energy Planning) Australian Energy Market Operator
Natural gas	EnWave (TasGas) / Tasmanian Gas Pipeline Co.	DSG (Office of Energy Planning)
Liquid fuel supply	Liquid fuel suppliers	DSG (Office of Energy Planning)
Passenger transport services	DSG (Passenger Transport)) Metro Tasmania Transport Service Operators	Service Operators
Freight transport and continuity of essential goods supply	Transport Service Operators DSG (Transport Systems & Planning Policy)	Commercial freight and transport providers Suppliers and logistic companies
Telecommunications network supply	Telstra NBN Co Other network owners/managers	DPAC (DSS)
Water supply and wastewater treatment	TasWater Municipal Councils	DoH (PHS) DPIPWE (EPA + Water Resources and Marine Division)
Other infrastructure Public schools and libraries Hospitals and health centres Irrigation infrastructure Dams Other infrastructure	DoE DoH (THS) Tas Irrigation DPIPWE (Water Resources & Marine Division Dam Safety) Asset owner	

<b>ENVIRONMENT</b>		
Coordinating Agency	DPIPWE	
<b>Function</b>	<b>Responsible Agency</b>	<b>Support Agency</b>
Environmental health and pollution	Municipal Councils DPIPWE (EPA) Asset owner	DOJ (WorkSafe) DoH (PHS)
Crown land, National Park and landscape rehabilitation	DPIPWE (PWS) DPIPWE (Natural & Cultural Heritage)	DPIPWE (PWS Wildcare) NGOs
Aboriginal, natural and cultural heritage	DPIPWE (Natural and Cultural Heritage) DPIPWE (Aboriginal Heritage Tasmania)	Tasmanian Aboriginal Land and Sea Council
Animal welfare, feed and fodder	DPIPWE (Natural and Cultural Heritage) DPIPWE (AgriGrowth Tasmania) DPIPWE (Biosecurity Tasmania) Municipal Councils	Community groups NGOs
Financial assistance measures for primary producers	DPIPWE (AgriGrowth Tasmania) Industry bodies NGOS	DPAC (OSEM)
Waste management and carcass removal	Municipal Councils DPIPWE (EPA)	
Biosecurity and invasive species	DPIPWE (Biosecurity Tasmania)	
<b>CROSS-DOMAIN</b>		
Coordinating Agency	DPAC	
<b>Function</b>	<b>Responsible Agency</b>	<b>Support Agency</b>
Large-scale demolition and clean-up	DPAC (OSEM)	Municipal Councils DPIPWE (EPA) DoJ (WorkSafe)
Government liaison with the insurance industry	DPAC (OSEM)	Insurance Council of Australia Insurers
Registration and enquiry	TASPOL Municipal Councils	NGOs
Public memorials	DPAC (OSEM) Municipal Councils	TASPOL DoH (THS) NGOs
Public donations – material goods	DPAC (OSEM)	NGOs
Spontaneous volunteers and offers of assistance	DPAC (OSEM)	NGOs
Public appeals	NGOs Financial institutions	DPAC (OSEM)
Land information and data services	DPAC DPIPWE (Land Tasmania)	DPAC (OSEM)

Impact and damage assessments	DPAC (OSEM)	Relevant Coordinating Agency DPIPWE (ES-GIS)
Internal and external communication about recovery efforts	DPAC (PIU) DPAC (OSEM) DPAC (Service Tasmania)	Community groups NGOs Coordinating Agencies
Tasmanian Relief and Recovery Arrangements (TRRA)	DPAC (OSEM)	Municipal Councils
Disaster Recovery Funding Arrangements (DRFA)	DPAC (OSEM)	Municipal Councils Treasury Tasmanian Audit Office Coordinating Agencies
Emerging issues and enquiries	DPAC (OSEM)	All agencies Municipal Councils NGOs