01

DISASTER RECOVERY
TOOLKIT FOR LOCAL
GOVERNMENT

EMV
EMERGENCY
MANAGEMENT
VICTORIA

**Understanding
disaster recovery**

01

DISASTER RECOVERY TOOLKIT FOR LOCAL GOVERNMENT

This resource is one in a set of eight booklets designed as a toolkit for local councils to understand, prepare for and actively support the recovery of their communities following a disaster.

The toolkit includes an introduction to the context and complexity of experiencing a disaster; what this means for individuals and the community; and the implications for local councils. The toolkit includes practical tips and tools designed to assist local councils to undertake effective recovery activity.

Each of the booklets in the toolkit is described to the right.

Cover Image: The Callignee Memorial Sculpture. Photographer Silvi Glattauer.

Above Image: The view across the Cathedral Ranges from Sugarloaf Peak. Photographer Silvi Glattauer.

BOOKLET		CONTENT	AUDIENCE
01	**Understanding disaster recovery**	Provides a broad context and understanding of recovery from disaster and has been designed as a companion document to be read before the specialist information detailed in each of the other booklets.	Councillors, senior managers, emergency management personnel and all staff across council
02	**Recovery readiness: preparation for recovery before a disaster**	Designed to supplement municipal emergency management planning and support councils to improve recovery readiness by addressing the factors contributing to recovery success.	Councillors, senior managers and emergency management personnel
03	**When disaster strikes: the first days and weeks**	Assumes that recovery readiness will have occurred and builds on this preparatory work by addressing the factors contributing to recovery success as they relate to the first days and weeks following a disaster.	Councillors, senior managers and emergency management personnel
04	**Beyond disaster: the months and years ahead**	Builds on the immediate recovery experience to move towards medium and long-term recovery. In this stage the factors contributing to recovery success are embedded in the process of recovery planning.	Councillors, senior managers and emergency management personnel
05	**Council business matters: meeting the organisational challenges of disaster recovery**	Focuses on council business matters in recovery, including workforce planning and resource management from preparation and post-disaster perspectives.	Councillors, senior managers and emergency management personnel
06	**Regional recovery networks**	Showcases the role of regional recovery networks in finding solutions to shared challenges.	Senior managers and emergency management personnel
07	**Engaging the community in disaster recovery**	Examines how councils can support community-led recovery and engage with the community more effectively to support recovery.	Councillors, senior managers and emergency management personnel
08	**Recovery tools and other resources**	Brings together the tools that support decision making and planning described in the other booklets. It also includes additional reading and other useful resources.	Emergency management personnel

ACKNOWLEDGEMENTS

CONTENTS

WHAT IS RECOVERY?

Recovery is one of three stages in an emergency management approach to disasters.

These stages are largely sequential although 'recovery' commences at the same time as 'response', becoming the primary focus as immediate threats to life and property subside. Because prevention decisions can be informed by the experience of recovery from previous events, emergency management can usefully be viewed as a cycle. Figure 1 illustrates and describes these stages:

Recovery continues long after the disaster to support people to restore their lives – on their own terms. Disasters disrupt normal relationships and recovery requires a different temporary relationship between the community and service providers.

> *The purpose of providing recovery services is to assist the affected community towards management of its own recovery. Where a community experiences a significant emergency or disaster there is a need to supplement the personal, family and community structures that have been disrupted.*
>
> (Australian Emergency Management Institute, 2011)[2]

FIGURE 1: EMERGENCY MANAGEMENT CYCLE[1]

Note: This model is adapted from the Victorian Emergency Management Manual. Some councils might be using a Prevention, Preparedness, Response and Recovery framework which covers the same tasks.

PREVENTION — the elimination or reduction of the incidence or severity of emergencies and mitigation of their effects

RESPONSE — the combating of emergencies and the provision of rescue and immediate relief services

RECOVERY — the assisting of person and communities affected by emergencies to achieve a proper and effective level of functioning

WHAT IS A LOCAL COUNCIL'S USUAL ROLE IN THE WELLBEING OF THE COMMUNITY?

THE LEGISLATION ON WELLBEING

The *Victorian Local Government Act 1989* establishes the role and functions of local government and requires councils to:

> *'endeavour to achieve the best outcomes for the local community having regard to the long term and cumulative effects of decisions. '3C(1).*

This function is reinforced in the *Victorian Public Health and Wellbeing Act 2008* (section 24) under which councils are required:

> *'to seek to protect, improve and promote public health and wellbeing within the municipal district:'*

Similarly, under the *Victorian Planning and Environment Act 1987(12A)* councils are required to:

> *' ...'further the objectives of planning in Victoria', which include:*
>
> (a) to provide for the fair, orderly, economic and sustainable use, and development of land;
>
> (b) to provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;
>
> (c) to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.

WELLBEING IN THE COMMUNITY

Wellbeing defines the quality of our lives; our health; our outlook and our relationships. Whether people enjoy positive wellbeing is determined by the interaction between their age, gender, hereditary factors, lifestyle choices and behaviours and the general socioeconomic, cultural and environmental conditions in which they live.
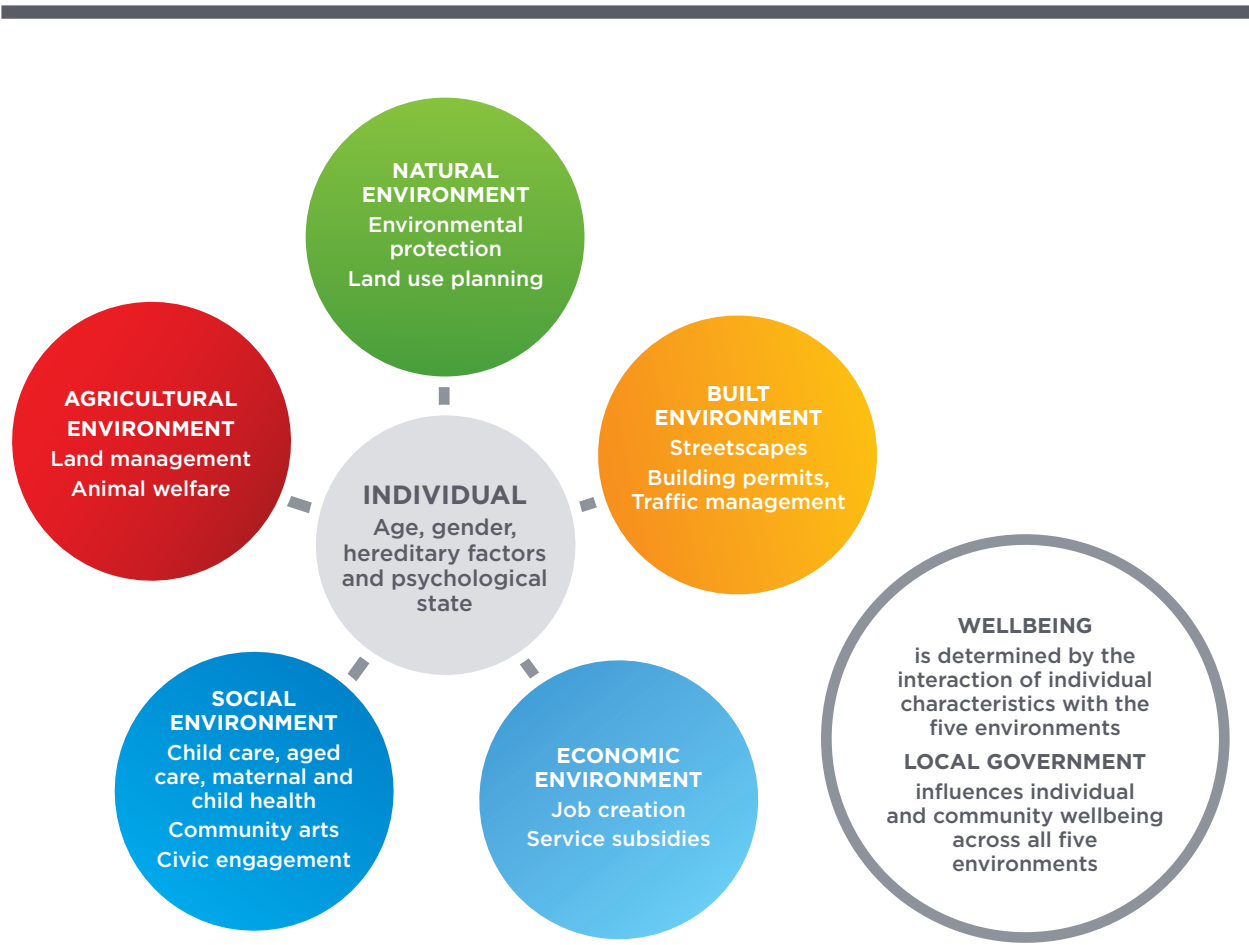
These environments[3] can be categorised as:

- The **built** environment – such as, housing, parks and facilities, public and commercial buildings, roads, paths, essential services (power, water, communications) and other infrastructure.

- The **social** environment – such as, informal networks and support, arts, culture and historic influences, health and social services, and general participation in the life of the community.

- The **economic** environment – such as, work, job creation and distribution of wealth.

- The **natural environment** – such as, land management, air quality, natural heritage and ecological conservation.

- The **agricultural environment** – such as, animal welfare, primary producers and agricultural enterprise.

It is evident from each of the pieces of legislation cited above that councils have a clearly mandated role to consider the wellbeing of their communities across the social, economic, built and natural environments. However, it is not just legislation that drives council's interest in community wellbeing. Increasingly local councils are responding to local demands and working to build strong and resilient communities.

Consequently, local councils are active players in each of these environments: administering laws and regulations: delivering services: building capacity: and advocating for its communities.

Figure 2 illustrates the determinants influencing wellbeing and the roles of local councils impacting on each of these environments.

FIGURE 2: WELLBEING AND THE ROLE OF LOCAL COUNCILS[4]

NATURAL ENVIRONMENT
Environmental protection
Land use planning

AGRICULTURAL ENVIRONMENT
Land management
Animal welfare

INDIVIDUAL
Age, gender, hereditary factors and psychological state

BUILT ENVIRONMENT
Streetscapes
Building permits, Traffic management

SOCIAL ENVIRONMENT
Child care, aged care, maternal and child health
Community arts
Civic engagement

ECONOMIC ENVIRONMENT
Job creation
Service subsidies

WELLBEING
is determined by the interaction of individual characteristics with the five environments

LOCAL GOVERNMENT
influences individual and community wellbeing across all five environments

PLANNING AND PARTNERS

Decisions about the strategic direction and key activities of local councils are derived from several council planning processes. These provide an integrated set of plans that deal with major issues and population group matters across the five environments, including a plan dedicated to emergency management planning. Figure 3 illustrates the hierarchy of key plans.

Of course, local councils are not expected to act alone and they routinely work together at a local, regional and state level, with Australian Government departments, Victorian Government departments, other local councils and community based organisations to deal with the challenges of community wellbeing.

In the emergency management context, this means local councils will take account of and work closely with state and regional planning structures and initiatives.

FIGURE 3: LOCAL COUNCIL PLANNING HIERARCHY[5]
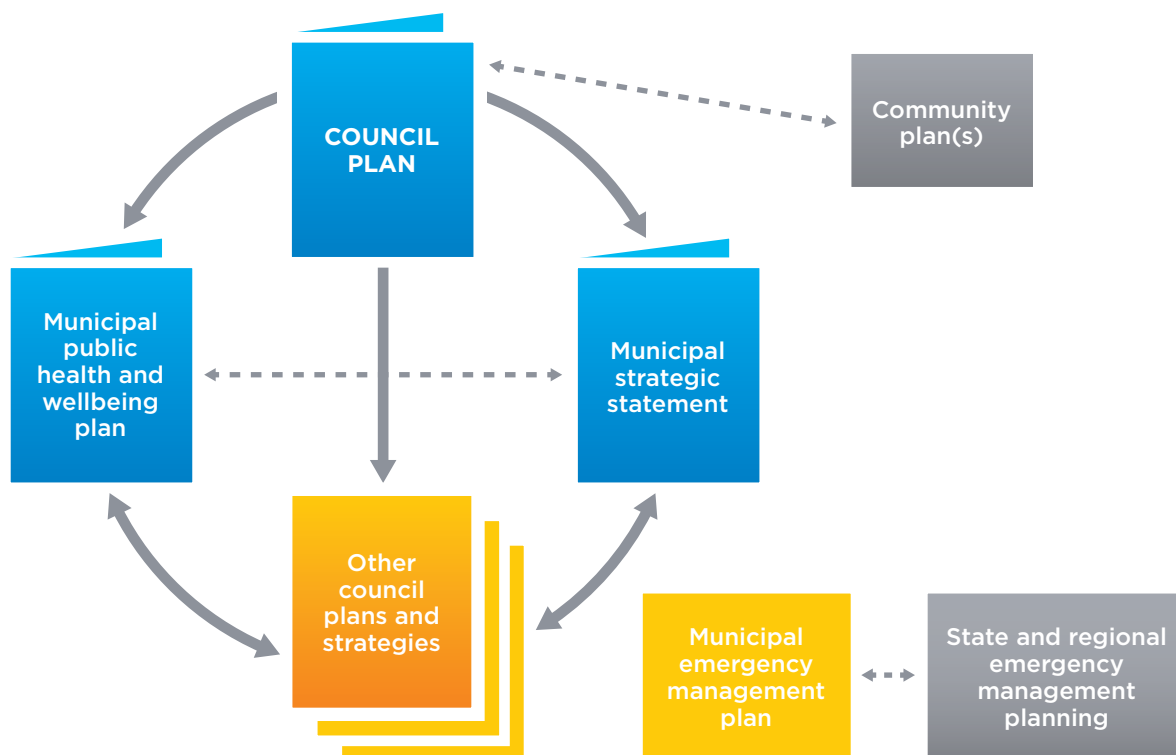
HOW DO PEOPLE AND COMMUNITIES USUALLY INTERACT WITH LOCAL COUNCILS?

INDIVIDUAL INTERACTION WITH COUNCIL

Individual interaction with local councils usually occurs at three broad levels, which reflect people's connection with the wider community in general. This is illustrated by the dimensions of 'normal life':

TABLE 1: THREE DIMENSIONS OF 'NORMAL LIFE'

	FEATURES	OPERATES BY
Society	Meet needs of society as a whole	**Rules:**
	Indirect interaction with almost no personal investment, for example, obeying road rules or simple courtesy	Laws, traditions, culture
		A system of ideas
	Ideally these interactions are seamless and undisruptive	
Community	Meet needs of daily living	**Roles:**
	Direct interaction but with low personal investment for example, paying the rates, registering the dog or using the municipal swimming pool	Tasks, functions, services, defined by the rules of the system
		A system of activities
	Ideally these interactions are routine, efficient and cordial	
Personal	Meet emotional needs and provide Informal support	**Relationships:**
	Direct interaction with high personal investment for example, family relationships, friendships and work associations	Personal, intimate, reciprocal, carry the personal meaning
		A system of emotional relationships
	Ideally these interactions are meaningful and sustaining	

Positive interactions on all three dimensions allow most people to lead a 'normal life' – enjoying good health and wellbeing, self-reliance and independence.

Most people have a complex relationship to these dimensions, with multiple roles. They operate in various social systems and use many different community networks. These involvements give them a multi-faceted identity linked to what they do, what they think and what they believe, that is, their occupation, political views, culture, religion, hobbies, sporting interests and so on. These facets combine to give people a sense of purpose and value, which is linked to their social systems.

A multi-faceted identity brings with it interaction with different communities and different people leading to a complex network of relationships of varying degrees of intensity and intimacy. This same complexity contributes to individual resilience, since when one or more facets of identity falter, other facets can continue to reinforce a person's value and purpose.

For the most part, the activities of local councils go largely unobserved by residents and provide an unobtrusive backdrop to their daily lives. Most people will take little interest in what council does on a daily basis – and nor should they need to. Council exists precisely to carry out these broader community functions that support 'normal life'.

While council might be 'taken for granted', many residents will nonetheless have a sense of belonging to the municipality because it is where they live and because they use council operated facilities, vote for elected members, and so on. This relationship provides a 'taken-for-granted' foundation to an otherwise self-reliant and independent life and forms a bond with council that most people value – though this often becomes more apparent when it is disrupted.
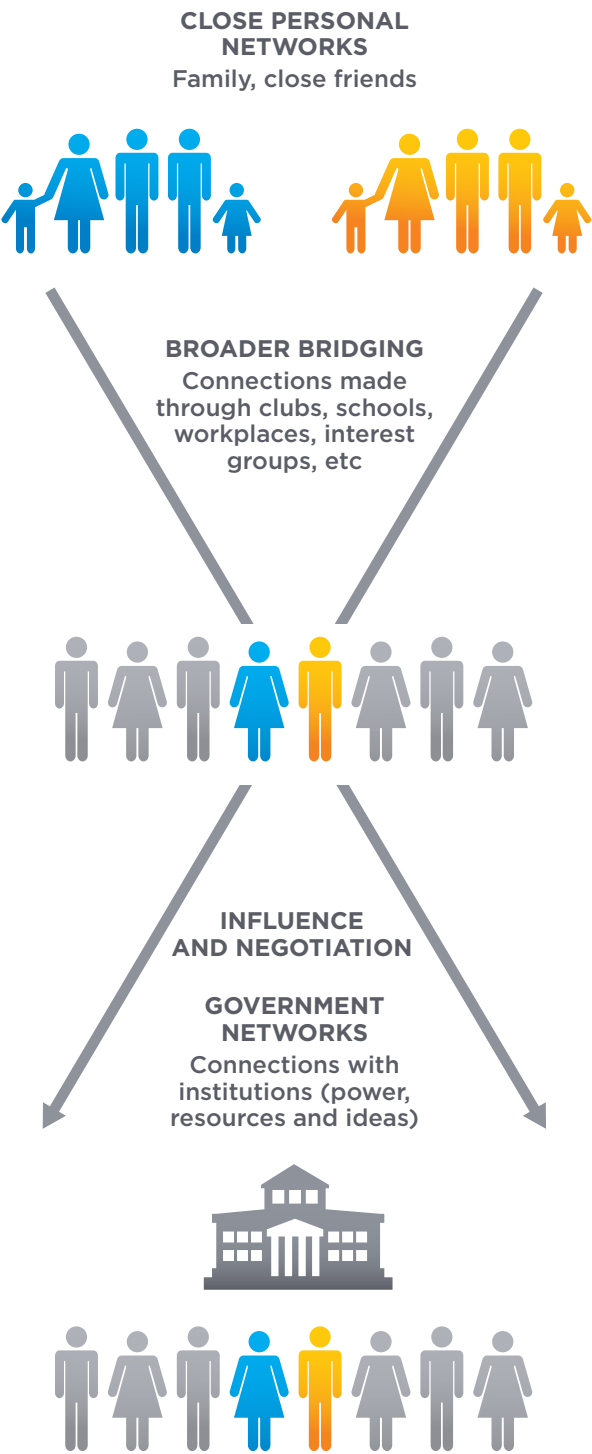
The roles of other levels of government are likely to be experienced in a similar way and can be largely undifferentiated from those of council.

COMMUNITY INTERACTION WITH COUNCIL

For local councils, the term 'community' generally refers to the group of people sharing the municipality as a whole or some broadly defined part of it. Such a community will be made up of individuals with diverse characteristics some of whom might have little in common apart from the shared location. Others will be linked by social ties, share common perspectives, and engage in local activities. Still others will form self-organised networks; share ideas, interests and resources; and work together towards a common purpose.

Strong communities are characterised by interdependencies: close friendship circles; connections made through schools, workplaces and interest groups; and community influence on local decision-making bodies, including local councils. The social, community and personal dimensions are blended together to provide the sustaining medium of social life. Figure 4 illustrates the hierarchy of connections that contribute to a strong community.

CLOSE PERSONAL NETWORKS
Family, close friends

BROADER BRIDGING
Connections made through clubs, schools, workplaces, interest groups, etc

INFLUENCE AND NEGOTIATION

GOVERNMENT NETWORKS
Connections with institutions (power, resources and ideas)

Community groups are also self-directed and independent but unlike individual members, they are more likely to have a formal relationship with local councils. These relationships can be diverse and complex including contractual obligations as grant recipients; close planning and service partnerships; and sometimes adversarial experiences where lobbying and advocacy is concerned. On occasion all these different relationships might exist for a single community group.

From a council perspective, its relationship with the community and its members also operates at various levels: Councillors represent their communities and community is placed at the core of council business; as a service provider and enforcer of laws and regulations council interacts with customers and clients; as a planner and facilitator council works with community partners; and as an advocate council lobbies for its constituents.

HOW ARE PEOPLE AND COMMUNITIES AFFECTED BY A DISASTER?

INDIVIDUAL IMPACTS OF DISASTER

The impacts of a disaster can affect people's lives in many ways including:

- physical harm to themselves or close ones

- damage to their homes or property

- the loss of other things they value – be they tangible or intangible

- destruction of a valued environment

- disruption of routines, relationships and familiar patterns of daily life.

They simultaneously affect the social, community and personal relationship dimensions and the guidelines, relationships and interactions of 'normal life' become irrelevant. The immediate tasks of survival mean everyone is important for who they are and the heightened emotion tends to push everyone – those affected and those helping – out of formal roles into personal relationships. An intense social system forms devoted to the needs and requirements of the situation.

Although there is often a strong stimulation in surviving, these impacts can have an immediate negative influence on the health and wellbeing of individuals, families, children and communities.

In some instances the sense of loss and health consequences might take time to develop. Typical reactions will vary according to age and life experience[7]. Reactions can include psychological trauma, grief and stress, which add to the struggle to re-establish a 'normal life' and might threaten short and long term health and quality of life.

People will experience high and low emotional states throughout the recovery process. Fluctuating moods, energy and ability to take control of their circumstances influence their understanding of the recovery tasks and their capacity to plan and undertake what is required. Morale and energy rise as they start to resume a self-reliant and independent life and dip as anxiety and stress are retriggered by practical setbacks and lingering grief. The model below illustrates how this might look over the course of recovery for a single person.

Figure 5 depicts an example of a four phase pathway to recovery that people will travel – **reacting to emergency, coming to terms, restoring and re-establishing**. People will not necessarily move through these stages at the same pace. For most people the process will be a challenging, uncertain and frustrating one that is neither reliable nor quick. For some recovery might take several years – or might never be fully attained.

FIGURE 5: PHASES OF DISASTER RECOVERY – WHAT IS HAPPENING TO PEOPLE?[8]
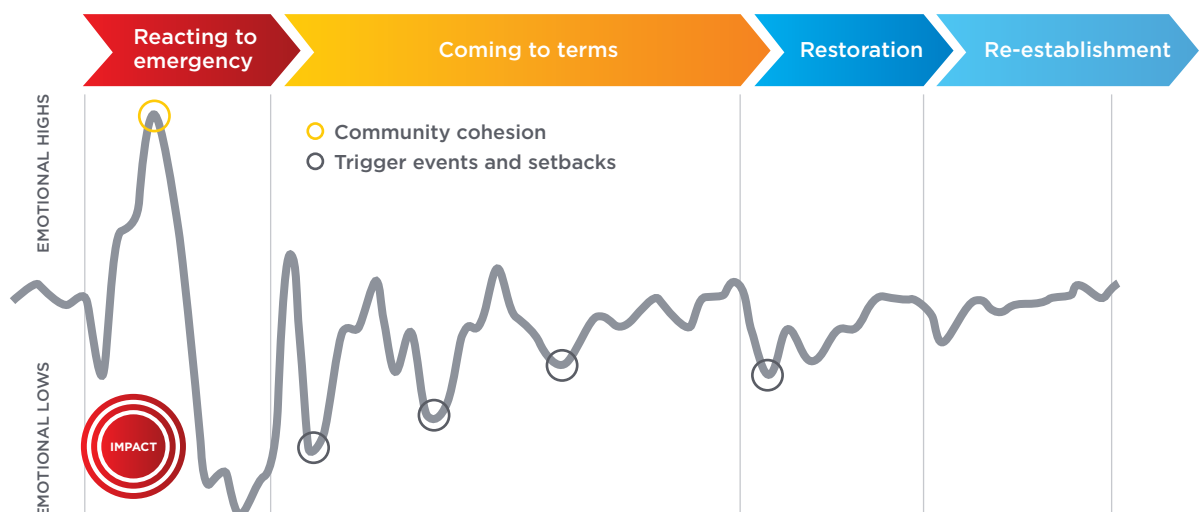
The aim of managing this recovery process is to maximise the opportunities for an individual's recovery and to minimise the barriers. Council actions can positively influence this process.

In the days, weeks and sometimes months following a disaster the three dimensions of society, community and personal relationships that organise 'normal life' can collapse as societal rules and community roles are overtaken by the very personal needs of survival. From an individual perspective this makes all relationships personal in that they are intense, emotional and personal interactions with whomever they meet regardless of the rules or roles.

People also tend to look for emotional support and understanding of their own personal immediate needs from authority figures and are not able to appreciate the complex, competing demands these people are under. At no other time is the style of interaction between council and the community so important. The feeling of being cared for and supported gives confidence in the future, which enables people to make decisions and be self-reliant.

The following table illustrates the influences acting on people during each phase; how this might manifest in their psychological state and behaviours; and consequently identifying their broad psychological needs.

TABLE 2: WHAT IS HAPPENING TO PEOPLE FOLLOWING A DISASTER?

PRE-DISASTER		REACTING TO EMERGENCY		COMING TO TERMS	RESTORATION	RE-ESTABLISHMENT
		IMMEDIATE	AFTERMATH			
Influences: Social networks Identity and history Routines of work and rest	DISASTER EVENT	Immediate threat to self or others	Loss of people and property Loss of previous identity, history and routines	Continuing consequences of loss Stabilising a temporary life	Elements of new identity and routines emerging Losing recovery community support	Transition to new normal life Pressure from others to 'get over it' and 'move on'
Support: Family, friends and ad hoc services – includes 'taken-for-granted' council services		Family, friends, random community members and emergency staff	Family, friends, community members and relief agencies	Valued family, friends, and pre-existing or emergent community groups with a recovery focus	Family, friends, community and community groups especially with restoration focus	Family, friends, community and community groups and services with holistic focus

PRE-DISASTER		REACTING TO EMERGENCY		COMING TO TERMS	RESTORATION	RE-ESTABLISHMENT
		IMMEDIATE	AFTERMATH			
Emotional state: Normal life Complex identity Self-aware Reliable problem-solving	DISASTER EVENT	High stress Survivor/Victim identity Normal life overwhelmed Relying on snap judgements – often unreliable	Fluctuating stress Disaster is the whole world Problem solving confined to necessities	Chronic Stress Recovery is the whole world – previous normal life gone Self-awareness 'on hold' – numb Quick fix problem solving – not strategic	Stress subsiding Difficulty letting go of disaster identity Neglect of ones-self becoming obvious Difficulty finding meaning in bigger picture	Longer term health issues emerge Renewed identity and changed priorities accepted Ready to face future, plan and rebuild
Behaviour: Social interactions are adapted to requirements: Society Community Personal		Extended very high energy specialised for survival activity Extreme personal focus dominates expressed as fear, anger, shock, grief, heroism (Adrenalin state)	Periods of very high energy specialised for immediate recovery activity (Adrenalin) combined with periods of very low energy (post-Adrenalin) Extreme personal focus flows into altruism and community cohesion Extreme frustration if needs not met	Medium to low energy (Cortisol) High activity but low productivity Overwhelming recovery tasks derail routines Personal interactions are bare minimum – intense, intolerant, grim Strong commitment to community recovery activity	Fatigue as energy reserves are restocked Looking for rest and relaxation As common problems subside issues put on-hold can re-emerge leading to relationship crises	Recharging health and lifestyle but with periods of fatigue that emerge as intolerance towards others Reappraising and adjusting to personal relationships
Needs: Self-managed to maintain 'comfort zone'		Threats eliminated or managed Survival information Reunion with family, friends and neighbours	Uncertainty reduced Crisis information Reconnection with community Informal support networks	Situation stabilised Information on future options with time to consider Social, leisure and cultural opportunities	Moving forward on plans for the future More privacy Continued social connection and activities	New routines and lifestyle supported Embracing new to 'comfort zone'

COMMUNITY IMPACTS OF DISASTER

The collapse of three dimensions of 'normal life' places all relationships on a personal footing. In the immediate aftermath of disaster this can lead to a euphoric sense of having shared the same experience and result in strong community cohesion – see Figure 5.

Over time exposure to each other's personal business and the inevitable differences in each other's circumstances can lead to distrust and division across the community – if not effectively managed.

For those in the community who own or work in a local business affected by the disaster, income and future viability of their businesses will be pressing issues. However, the economic prospects for the community will be high on the agenda for many. The disaster therefore will have a cumulative affect across a community as people deal with their own loss and circumstances and interact with each other.

The disaster can also have direct impacts on community groups that help bind local communities.

So although the impact upon individuals and households needs to be understood and addressed, it is equally important to understand the impact and disruption to the social capital and connectedness of communities and the need to support the restoration of communities to a functioning state.

(Australian Emergency Management Institute, 2011)[9]

As needs emerge following the disaster it is common for communities to want to address these needs directly, to take ownership and to play an active role in their own recovery. This is not too surprising since most people living largely self-reliant and independent lives see no reason why they would rely on others to fix things for them. Such a response is generally healthy for personal and community recovery and demonstrates a strong degree of energy, purpose, self-direction and desire for action.

However, during recovery, pre-existing community groups will potentially include local people who might be dealing with their own personal trauma. Some community groups might have lost members – or their capacity to think and act strategically might be limited. This might reduce the number of people in the community able to take on community recovery roles.

The impact of the disaster is likely to eclipse former priorities and might have damaged or destroyed the resources required for the community to function effectively. Similarly, community perspectives might not align with the way things have been done to date. As a result it is common for many communities to form purpose built groups to deal with recovery.

WHAT IS A LOCAL COUNCIL'S ROLE IN DISASTER RECOVERY?

THE LEGISLATION ON DISASTER RECOVERY

Key emergency management responsibilities for local councils are set out under the *Victorian Emergency Management Act 1986*[10] which includes requirements as follows:

PART 4 – RESPONSIBILITIES OF MUNICIPAL COUNCILS

Section 20

- *Councils must prepare and maintain a municipal emergency management plan (MEMP).*

- *The MEMP must identify resources for emergency prevention, response and recovery and specify how these are to be used and (for councils bound by the Country Fire Authority Act 1958) identify designated neighbourhood safer places and community fire refuges.*

Section 21

- *Councils must appoint a municipal emergency resource officer (MERO) who is responsible for coordinating municipal resources used in municipal response and recovery.*

- *Appoint a municipal emergency planning committee (MEMPC) which must prepare a draft MEMP for council consideration and which must give effect to State guidelines.*

Section 21A

- *Councils must have their MEMP audited on a three year cycle.*

The State guidelines referred to in Section 21 above are embodied in the *Emergency Management Manual Victoria*[11]. Key disaster recovery roles are detailed in Part 4 and Part 6 as follows:

PART 4: STATE RECOVERY ARRANGEMENTS

- describes recovery principles, fundamentals, functions, structures

- describes recovery planning

- Role of municipal councils, municipal planning

- Transition from response, relief and recovery

- Recovery planning priorities

- describes in detail the five environments of recovery

- describes communication and engagement.

PART 6: MUNICIPAL EMERGENCY MANAGEMENT PLANNING ARRANGEMENTS

- Planning structures, process, framework

- Role of MEMPC (including planning recovery)

- Relief and recovery planning.

Councils also have a wide range of emergency management obligations under other Victorian legislation. These include the *Planning and Environment Act 1987*, the *Public Health and Wellbeing Act 2008*, the *Building Act 1993*, the *Electricity Safety Act 1998*, and the *Water Act 1989*. These obligations are summarised in the Municipal Association of Victoria's *Local Government Emergency Management Handbook*[12].

DISASTER RECOVERY AND THE FIVE ENVIRONMENTS

As with their pre-disaster role in community wellbeing, a local council's role in recovery involves paying attention to the five environments: the social, economic, built, natural and agricultural.

Local people, businesses and communities will look to councils for advice, support, resources, leadership, facilitation and advocacy. Focusing recovery through the five environments ensures that important aspects affecting people's lives and the values that underpin community will be taken into account.

It is important to recognise that the focus on the five environments is not new to the business of local councils. However, what is different is that many individuals with whom the council is dealing will be significantly impacted at different times and to varying degrees, psychologically distressed by the disaster. Many will also lack experience of interacting with government agencies and services.

This means that 'business as usual' approaches that work well under usual conditions are not likely to be as effective in post-disaster situations. It will be critical to consider all action through the lens of how people are feeling and behaving. For example, a person who is under stress is less likely to hear or understand information provided to them or to behave 'normally' with the information they are provided. They are likely to listen for the detail of immediate concern and ignore the rest.

Therefore, while local councils will continue to focus across the five environments, it must do so with an extra focus on the social environment – the people. This recognises that people are dealing with often overwhelming personal turmoil. Even those who appear to be coping might not be and everyone around them is facing similar circumstances. This is quite a different situation to providing crisis services to people who are struggling in an otherwise stable system.

The specific trauma affects individuals and families, but also influences the way they interact with those around them and specifically their relationship with their local council. Even community members not directly impacted might be affected by the consequences of a disaster, feeling threatened and powerless. This can alter their approach to council and the community too.

In contrast to 'normal life' when local council's role is largely taken for granted, its post-disaster role will become highly visible and influential. Under stress, people tend to respond to every interaction at a personal level. Formal roles, deference to authority or status, rules, codes and etiquette are replaced by direct, emotionally charged person-to-person interactions.

What was a simple functional interaction can suddenly become highly charged. Previously acceptable societal demands that do not accord with immediate, personal needs, can be frustrating – and make people feel the government is out of touch, does not understand and is not going to help. For example, a parking infringement that would normally be seen as council going about its day-to-day business might now be seen as a personal attack. These attitudes leave lasting impressions in the community that are hard to change, and small details are often taken as symbolic of official indifference.

Council must therefore ensure that all staff and elected members recognise and understand what individuals and the community have experienced. Council systems and the response of council personnel and elected members will need to be modified to operate successfully in the changed environment that will exist in the immediate recovery period and beyond.

As occurs for 'business as usual', a local council is not expected to act alone and will work together with Australian Government departments, Victorian Government departments, other local councils and community based organisations to deal with the challenges of disaster recovery.

In summary, a local council's aim will be to provide a measured response to the recovery challenge – bringing back order and reasserting normal community aspirations.

This means working with communities and partners in all aspects of disaster recovery (including the preparation stage) to re-establish the conditions that will allow individuals, families, local businesses and community groups to restore their lives and resume a self-reliant and independent life.

WHAT CAN LOCAL COUNCILS DO TO IMPROVE DISASTER RECOVERY?

Apart from a focus on the five environments there are critical factors that when tackled together will contribute to the success of recovery. These are illustrated in Figure 6 below.

FIGURE 6: CONTRIBUTORS TO RECOVERY SUCCESS

CONTRIBUTORS TO RECOVERY SUCCESS

Community focus

Recovery is driven by community needs and led by the community members, engaging local people and businesses affected by the event

Leadership and coordination

Recovery is supported by effective management structures and processes to enable the coordination of recovery efforts by all council departments, the community and other stakeholders

Informed decision making

Decisions about recovery action are clearly stated and based the best available information, data and identified community needs

Communication

Recovery is supported by clear, timely and reliable two-way communication with the community and stakeholders

Capacity building

Adequate resources are directed to recovery and personnel within council, the community and other stakeholders are supported to increase their skills and experience to contribute to effective recovery outcomes

NEXT STEPS

Based on your likely role in recovery, use the remaining booklets in this toolkit to increase your recovery readiness. Each booklet will assist you in working with others to act effectively and with confidence should a disaster occur.

The content of the other booklets is described in the front of this book see page (1).

ENDNOTES

1   Adapted from: Emergency Management Victoria, 2014, *Emergency Management Manual Victoria*, www.emv.vic.gov.au/policies/emmv

2   Australian Emergency Management Institute, 2011, Community Recovery, Handbook 2, Australian Emergency Management Handbook Series: Building a disaster resilient Australia, AEMI, Canberra http://www.em.gov.au/Documents/ AEMHS%202%20Community%20Recovery.PDF

3   Adapted from Victorian Department of Human Services, 2001, Environments for health: municipal public health planning framework, DHS, Melbourne. The revised 2014 *Emergency Management Manual Victoria Part 4: State Relief and Recovery Plan* includes a fifth recovery environment, Agriculture. Emergency Management Victoria, 2014, www.emv.vic.gov.au/ policies/emmv

4   Adapted from World Health Organization 2008, *City leadership for health. Summary evaluation of Phase IV of the WHO European Healthy Cities Network*, WHO, Denmark.

5   Adapted from Victorian Department of Human Services, 2009, *Heatwave Planning Guide Development of heatwave plans in local councils in Victoria*, DHS, Melbourne

6   Department of Planning and Community Development, 2011, *Indicators of Community Strength*, Melbourne

7   See Managing your emotional health Fact Sheets at: http://www.dhs.vic.gov.au/for-individuals/ crisis-and-emergency/preparing-for-emergencies/ bushfire-preparedness/emotional-health-bushfire-preparedness

8   Adapted from Cohen, R E & Ahearn, F L, 1980, *Handbook for mental health care of disaster victims*, John Hopkins University Press Baltimore, MD and DeWolfe, D J,2000, *Training manual for mental health and human service workers in major disasters*, US Department of Health and Human Services, Centre for Mental Health Services, ADM 90-538, Washington DC

9   Australian Emergency Management Institute, 2011, http://www.em.gov.au/Documents/AEMHS%20 2%20Community%20Recovery.PDF

10 *Victorian Emergency Management Act 1986* http://www.austlii.edu.au/au/legis/vic/consol_act/ ema1986190/. This should be read in conjunction with the Victorian Emergency Management Act 2013, which establishes new governance arrangements for Emergency Management in Victoria but does not revise the responsibilities of local councils. Available at www.legislation.vic.gov.au

11 Emergency Management Victoria, 2014, www.emv.vic.gov.au/policies/emmv

12 Municipal Association of Victoria, 2012, *Local Government Emergency Management Handbook*, MAV, Melbourne http://www.mav.asn.au/policy-services/emergency-management/Pages/default. aspx