

Resilient Recovery

Discussion Paper



Acknowledgment of Country

EMV acknowledges Aboriginal and Torres Strait Islander people as the Traditional Custodians of the land. EMV also acknowledges and pays respect to the Elders, past and present and is committed to working with Aboriginal and Torres Strait Islander communities to achieve a shared vision of safer and more resilient communities.

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Foreword

The current relief and recovery arrangements have served Victoria for many years and through goodwill and collaboration the sector has responded to a number of complex and protracted recovery events. For some time though we have recognised the need to reform relief and recovery arrangements to enhance recovery outcomes for communities, and to meet and adapt to the challenges and opportunities of the future.

In order to achieve safer and more resilient communities in Victoria, we need to work together to create a relief and recovery system which empowers individuals, communities, government, agencies and business to plan for and achieve recovery outcomes. Additionally, we need to better align relief and recovery within the normal business of government and agencies to achieve more sustainable and efficient outcomes.

This paper introduces a new way of thinking through the concept of resilient recovery. Resilient recovery connects community systems and networks to plan for and support wellbeing, liveability, sustainability, and viability. A resilient recovery supports individuals, families and communities to be healthy and

safe, to engage in and lead their recovery, to be able to live, work and connect within the community, and identify opportunities for growth, renewal and innovation.

The Resilient Recovery Model, proposed in this paper, allows us to consider relief and recovery holistically from a community outcome perspective. It is a model that is community focused and driven. It aligns with community needs and authentically connects individuals, communities and business into the recovery process and, for the first time, provides a pathway from recovery to resilience. It is a significant step forward in our thinking on relief and recovery.

The opportunity now is for individuals, communities, agencies, government, academia and business now have the opportunity to engage with and discuss the model within your networks and to think creatively and share your ideas and views by making a submission.

I look forward to the discussion and engagement over the coming months and to work together to co-create a resilient recovery model for the future. The opportunity to reform relief and recovery has never been greater.



Craig Lapsley PSM
Emergency Management
Commissioner, Victoria



Introduction

Since 2009, the Victorian Government has committed to reform the State's emergency management arrangements to create safer and more resilient communities. Significant work has been undertaken to develop sustainable and efficient emergency management preparedness and response arrangements that reduce the likelihood, effect and consequences of emergencies. The current emergency management relief and recovery arrangements have been in place for many years and are largely based on the goodwill and collaboration of many partners.

In Victoria, numerous reviews, inquiries and reports have identified the need for reform to our relief and recovery arrangements. In response, specific improvements have been made, however until now the relief and recovery system has not been comprehensively reviewed. The absence of a cohesive strategy for relief and recovery in Victoria has resulted in a lack of coordination, consistency and community engagement across recovery programs and activities following an emergency. Additionally, insufficient recovery planning prior to an emergency has meant that delayed and improvised arrangements are put in place afterwards which often do not meet community needs and expectations.

Victoria does not have sustainable and effective relief and recovery arrangements for the future.

The development of a modern, resilience-based relief and recovery system for Victorian communities is needed. We require a model that moves arrangements from welfare to wellbeing, disconnected activities to connected systems and services, unclear roles and responsibilities to agreed accountabilities, inconsistent capability to collaborative partnerships, and disparate to sustainable funding arrangements.

This new way of thinking about recovery has been developed through our evolving knowledge and understanding of resilience, including through the interim Community Resilience Framework for Emergency Management in Victoria. The concept of resilient recovery, introduced in this paper, challenges our current arrangements and for the first time provides a pathway from recovery to resilience.

A resilient recovery supports individuals, families and communities to be healthy and safe, engage in and lead their recovery, to be able to live, work and connect within their community, and to identify opportunities for growth, renewal and innovation. The proposed Resilient Recovery Model connects community systems and networks to plan for and support community outcomes enabled through operating arrangements of policy and programs, governance arrangements and accountabilities, capabilities and capacity, and funding and investment. The Resilient Recovery Model is designed for all emergencies and all communities.

Reform to relief and recovery will require all stakeholders to think differently. It will challenge government and agencies to move beyond current arrangements and create more effective and

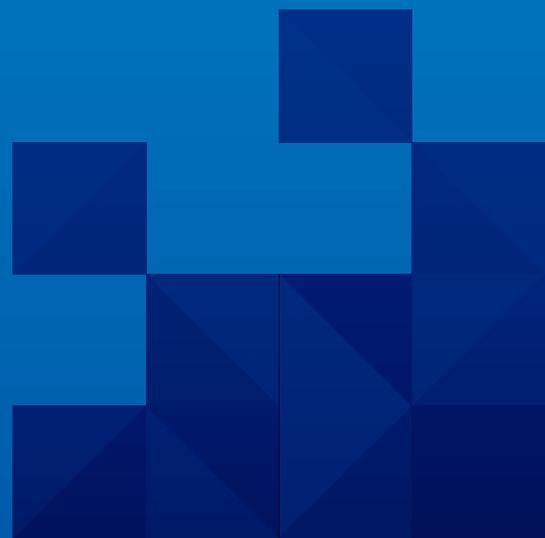
sustainable systems and services for the future. It will encourage business to consider the opportunities their networks, systems and capabilities bring to recovery. Importantly, individuals and communities have the opportunity to contribute to the system that enables and supports them most effectively in their recovery.

This Discussion Paper is designed to generate discussion on reform and enable collaboration on the development of a strategy for relief and recovery in Victoria, for release in mid-2017.

The Discussion Paper provides:

- an overview of current relief and recovery arrangements
- a proposed model for resilient recovery and the enabling arrangements
- questions for consideration in the development of a relief and recovery strategy.

Emergency Management Victoria will lead collaborative consultation with diverse stakeholders across community, government, agencies, and business, during February-April 2017.



Part 1: Context

BACKGROUND

The bushfires and heatwave in 2009 and the floods in 2010-11, created the catalyst for the most comprehensive changes to emergency management arrangements in Victoria since the 1983 Ash Wednesday fires.

The *Victorian Bushfires Royal Commission* and the *Victorian Floods Review* found that Victoria's existing legislative, policy, governance, and operational arrangements for emergency management required modifying and upgrading to meet the challenges ahead.

In September 2011, the *Green Paper: Towards a More Disaster Resilient and Safer Victoria* was released to stimulate discussion as part of an

end-to-end examination of the State's emergency management system. In December 2012, the *White Paper: Victorian Emergency Management Reform* set out comprehensive change to the State's emergency management arrangements at all levels of government. In relation to relief and recovery, it recommended a range of improvements to arrangements in order to enable communities to participate in their own recovery.

Through these mechanisms and supported through a series of significant reviews, the Victorian Government has committed to reform the State's emergency management arrangements to create safer and more resilient communities by developing a sustainable and efficient emergency management system that reduces the likelihood, effect and consequences of emergencies.



CURRENT ARRANGEMENTS

Victoria's emergency relief and recovery arrangements are built upon national disaster recovery policy, principles and theory. The State Emergency Relief and Recovery Plan states that the "aim of relief and recovery is to support communities to successfully deal with the impacts of an emergency on the social, built, economic and natural environments. By doing so, communities help build cohesion and resilience to future emergencies." The Plan specifies the arrangements and roles and responsibilities for the coordinated planning and management of emergency relief and recovery in Victoria.

Under the *Emergency Management Act 1986*, the Emergency Management Commissioner and the Minister for Emergency Services have responsibility for the coordination of the activities of agencies following an emergency, and ensuring that satisfactory emergency management arrangements are in place to facilitate the recovery from emergencies.

Responsibility for the coordination of relief and recovery at state, regional and local levels sits with Emergency Management Victoria, Department of Health and Human Services and municipal councils respectively. Municipal councils lead the delivery of relief and recovery services and the Victorian Government supports councils in fulfilling these responsibilities by

establishing and coordinating all regional and state relief and recovery arrangements and activities.

The State Emergency Relief and Recovery Plan identifies 11 relief activities that provide direct assistance to individuals, families and communities or indirect assistance through the resupply of essential goods or services to communities affected by an emergency. The Plan also identifies 14 functional areas that sit under four recovery environments (social, economic, built and natural). The 14 functional areas describe an anticipated or realised community need and bring together a number of similar recovery activities. At the state level, there are 75 relief and recovery activities, with 19 lead agencies and 34 agencies that lead locally or provide support.

The State Crisis and Resilience Council is Victoria's peak body to develop and coordinate policy and strategy across the emergency management spectrum and to oversee its implementation. The Relief and Recovery Sub-committee is the peak advisory body to the State Crisis and Resilience Council on emergency management matters relating to relief and recovery, and shares responsibility for ensuring the delivery of the Victorian Emergency Management Strategic Action Plan (SAP). The SAP strengthens the collective capability, culture, governance, systems, and services of the emergency management sector to meet future challenges.

REFORMING RELIEF AND RECOVERY

Since 2009, relief and recovery arrangements have been reshaped through the streamlining of operational arrangements, the partnerships between government, private, and community sector organisations, as well as the continuing work of local communities to prepare for and recover from emergencies. However until now, the relief and recovery system has not been comprehensively reviewed and the questions articulated in relation to relief and recovery in the Green Paper and White Paper have not yet been fully discussed or answered.

In 2016, the Victorian Relief and Recovery Forum and State Relief and Recovery Team Debrief identified the existing strengths within relief and recovery including agility, flexibility, innovation and dealing with complexity and sustained timeframes. Key challenges within existing arrangements including integration, sustainability, accountability and communication were also identified. Both the Forum and Debrief outcomes have informed this paper.

Approaches to relief and recovery have continued to evolve to reflect the knowledge and experience gained through major emergencies. The most significant emerging trend is that of increasing the resilience

of communities and individuals through their active participation in the recovery process. There is also increasing recognition that recovery planning before and after an emergency is a collaborative effort of community, government, agencies and business. Beyond the sphere of recovery theory, ideas and lessons from fields such as humanitarian development, community development, systems and design thinking, outcomes theory and wicked problems may provide approaches to improve recovery outcomes.

There is little research or discussion on whether current relief and recovery concepts and approaches continue to remain relevant or

whether there is an alternative relief and recovery model, such as the proposed Resilient Recovery Model. A model that aligns with community need, supports outcomes for communities, authentically connects individuals, communities and business into the recovery process and provides a pathway from recovery to resilience.

Local, national and international reviews and new approaches reviewed individually inform and drive important improvements at the operational level. Reviewed collectively, they form a powerful argument for strategic reform in relief and recovery.

A range of strategies and projects already underway will inform and be informed by relief and recovery reform:

- **Proposed Emergency Management Planning Guidelines:** will support the implementation of the proposed Proposed Emergency Management Legislative Amendment (Planning) Bill and drive a consistent approach when developing emergency management plans at municipal, regional and state levels.

- **Interim Community Resilience Framework for Emergency Management in Victoria:** supports the Victorian emergency management sector to align programs and activities toward a set of resilience characteristics.
- **Emergency Management Performance Standards:** provide the objectives and minimum requirements for the collective functions agencies and government undertake.

- **Victorian Preparedness Goal:** identifies the capabilities required to manage a major emergency, assesses current capabilities and enhances partnerships and shared responsibilities.
- **Local Government Capability and Capacity project:** aims to assess and improve the ability of local governments to manage emergencies, clarifying resources, responsibilities and actions.

Victorian Reviews and Inquiries: Relevant to Relief and Recovery

2009 Victorian Bushfire Royal Commission: Victoria should review reconstruction and recovery from the Black Saturday bushfires to maximise learnings for future improvement and determine whether long-term recovery is adequately supported.

Review of the 2010-11 Flood Warnings and Response: The state clarify the transition to recovery arrangements including the processes for approving and funding of essential works after transition to recovery has been formalised.

Green Paper: Towards a More Disaster Resilient and Safer Victoria 2011: What is the most appropriate model for managing relief and recovery in major emergency events? How do we ensure Victoria has an appropriate relief and recovery model that covers everyday incidents and can scale up to deal effectively with large-scale and complex emergencies across all-hazards?

White Paper: Victorian Emergency Management Reform 2012: Relief and recovery should: target the unique needs of each community using community-led approaches that engage the community; operate simultaneously and cooperatively with response procedures; be timely and seamless with scalable arrangements embedded in legislation and policy; be informed by effective impact and needs assessments; and have the capacity and capability it needs through investing in partnerships over the long-term, and effectively harnessing public goodwill and participation.

IGEM Review of Community Recovery following the 2013-14 Victorian bushfires: Emergency Management Victoria, with recovery agencies and councils, develop a model for guiding and facilitating community recovery that draws on the State's experience, and ensures that community recovery programs are coordinated, empower community action, and reflect communities' characteristics and needs.

Hazelwood Mine Fire Inquiry, 2014: The State improves communications around psycho-social support to communities affected by emergencies and the State review relief and recovery communications and community engagement initiatives.

2009 Bushfire-Affected Communities – Five Year Consultation Report, 2014: Recommendations based on the following themes: health and wellbeing, children and youth, rebuilding, local economies, the Victorian Bushfire Appeal Fund, State and Local Government, community recovery and local processes and bereavement, loss and memorials.

The outcomes and recommendations of these State-led reviews have also been validated through the experience of communities following events such as the Docklands fire (2014), Wye River/Separation Creek fire (2015), Scotsburn and Barnawartha fires (2015) and the Geelong Storm event (2016).

Part 2: Resilient Recovery

WHAT IS RESILIENT RECOVERY?

The experience and knowledge of communities, agencies, government, academia, and business gained following major emergencies is significant. We are now well positioned to co-create a sustainable and efficient relief and recovery system which empowers individuals, communities, government, agencies, and business to plan for and achieve resilient recovery.

Resilient recovery is a new concept that considers the whole system of relief and recovery and how diverse components within that system can be organised and empowered to deliver community recovery outcomes for a safer and more resilient future. It allows us to understand the relationships between the components within recovery and how actions can impact on or achieve outcomes in another part of recovery.

Resilient recovery connects community systems and networks to plan for and support wellbeing, liveability, sustainability, viability, and community connection

outcomes for a safer and more resilient future. A resilient recovery supports individuals, families and communities to be healthy and safe, engage in and lead their recovery, to be able to live, work and connect within their community and to identify opportunities for growth, renewal and innovation.

The Resilient Recovery Model proposed in this paper connects community systems and networks to plan for and support community outcomes enabled through the operating arrangements of policy and programs, governance arrangements and accountabilities, capabilities and capacity, and funding and investment. The model is designed for all communities and all emergencies.

The model is community focused and driven. It focuses on supporting wellbeing, liveability, sustainability, viability, and community connection outcomes aligned with community needs. By understanding resilient recovery outcomes we are then able to develop the most effective enabling arrangements to support the delivery of these outcomes. This approach changes the focus of recovery; as current arrangements can often limit or direct community outcomes rather than support and enable them.

The Resilient Recovery Model builds on our increasing knowledge and experience in resilience and is aligned with, and informed by, the community resilience characteristics identified in the interim Community Resilience Framework for Emergency Management in Victoria. The model, for the first time, provides a pathway from recovery to resilience.

This Discussion Paper provides the opportunity to shift our thinking to mobilise and activate a diverse range of stakeholders to collaboratively create a relief and recovery system for the future.

WILL THE RESILIENT RECOVERY MODEL ENABLE BETTER RECOVERY OUTCOMES FOR COMMUNITIES, GOVERNMENT, AGENCIES AND BUSINESS?

Resilient Recovery Model



“

Emergency Management Victoria has adopted a common definition that defines resilience as being:

“The capacity of individuals, communities, institutions, businesses and systems to survive, adapt and thrive no matter what kind of chronic stresses and acute shocks they experience.”

Wellbeing

Victoria faces a number of challenges to the wellbeing and resilience of its communities.

Victoria's population is growing rapidly and ageing, there is increasing urbanisation and some rural areas are in decline. Chronic disease including cardiovascular disease, cancers and mental health disorders are Victoria's leading

causes of poor health and disability. At the same time, climate change is increasing the intensity and frequency of extreme weather events, further affecting the wellbeing of Victorians. All of these stresses can impede the ability of communities and individuals to recover from emergencies.

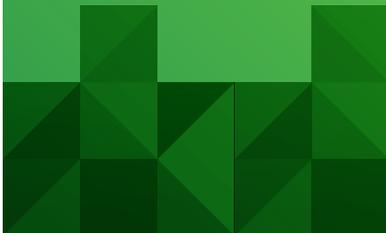
Resilient recovery supports high levels of good health, wellbeing, and reduced levels of family violence

and workplace accidents across all communities. Community is a safe place where environmental health impacts are minimised and the benefits of accessible open space, high air quality, and biodiversity are valued and accessible to all. Individuals, families and the community are therefore in the position to contribute effectively to their own recovery when the need arises.

“

I spent most of the days following Black Saturday walking around to various neighbours' properties to see who was there and spoke to neighbours about how we were meant to get clean water, food and get in touch with other people.

Steels Creek resident, following the 2009 bushfires



Descriptor

- The safety, security, physical and mental health of individuals, families and the community, including the most vulnerable.

Community outcome

- Individuals, families and the community are physically and mentally healthy, safe, and are able to engage in their recovery.

Components

Primary health: The planning, provision, response and coordination of pre-hospital and health emergency care using available resources that maximise positive health outcomes for the community.

Mental health: The services and advice that provide for a positive state of wellbeing, confidence and self-esteem.

Public health: Coordination, development and implementation of legislation, programs, strategies and monitoring procedures that minimises public health risk.

Relief assistance: Provision of assistance for the immediate health, wellbeing and essential needs of individuals and communities that supports wellbeing and reduces vulnerability.

Public order and community safety: Regulations and laws that enable a safe environment for communities affected by an emergency.

Environmental health: The assessment and management of consequences to community, environmental values, domestic animals and livestock of hazardous materials release, naturally occurring pests or biological hazard that minimises risk.

Animal health: The provision of animal welfare support services for companion animals, livestock and wildlife affected by emergencies to improve animal welfare outcomes as well as human health, safety and resilience.

Alignment to Resilience Characteristics

- Safe and well: the community is physically and mentally healthy and it is a safe place to be. Community wellbeing is high.

Liveability

Victoria's population is expected to grow rapidly from 5.5 million in 2011 to 10.1 million in 2051.

Rapid growth can place increasing strain on lifelines. For example, the need for public transport services and road infrastructure to meet

residential development, particularly in peri-urban areas. Rural areas experiencing decline may experience difficulty retaining lifelines, and maintaining critical and community infrastructure.

Resilient recovery supports the sustainability and reliability of essential services and lifelines

such as energy, water, electricity, gas, fuel, food, health, transport and telecommunications as well as critical health and community infrastructure, and ensures that they are available to all, are resistant to shocks, and are able to be restored as soon as possible following an emergency.

“

People were happy about being consulted through the workshops, but were disappointed that they were unable to be physically involved. We have to get the community involved, whether it's planting shrubbery, painting or some activity and give them some ownership. Otherwise they're just coming to a town that's been fully manufactured for them and that's not what they are used to.

Marysville resident, following the 2009 bushfires

Components

Water: Provision of services that provide safe and reliable water supplies for drinking, sanitation and irrigation as well as for industry, communities and the environment, including the management of waste water.

Transport: Effective functioning of publicly and privately owned facilities, assets and infrastructure that move people and freight, and connect communities.

Energy: Industries in the essential production and sale of energy, fuel extraction, manufacturing, refinement and distribution, that provide energy to households, businesses and enable all other critical infrastructure sectors to function.

Food and grocery: Reliable provision of fresh, refrigerated and packaged goods and groceries through large aggregators, retail outlets and key industry associations that operate across multiple modes of transports and infrastructure.

Housing: The range of available accommodation solutions, including the restoration and renewal of infrastructure that assist with the provision of shelter.

Health: The infrastructure and delivery of, and access to, essential health services, including the continuity and availability of advice, that minimise the consequences of emergencies on health and wellbeing.

Banking and finance: Interconnected community, national and global institutions and services

that facilitate financial transactions, protect against loss and leverage assets to create wealth.

Telecommunications: Management of internet, phone, radio, television, and business operation services and infrastructure that provide for community liveability and connection.

Natural environment: Maintenance, renewal and restoration of natural and physical resources that sustain health, agriculture, industry, amenity and cultural values.

Government: The systems and infrastructure that maintain law, order, stability and protection that deliver community services and policies.

Education: Provision of opportunities through education services and infrastructure that inform and improve the knowledge, skills and experience of individuals and communities.

Community infrastructure: Local community facilities that deliver community services and sense of place.

Community services: Range of activities, advice and programs delivered to individuals and families through facilities and agencies that contribute to the functioning of the community and its connection.

Alignment to Resilience Characteristics

- Sustainable built and natural environment: high levels of amenity are accessible to all. Ecosystem services are valued and sustainable.

Descriptor

- The continuity, restoration and reconstruction of essential services, critical infrastructure and community infrastructure to enable the functioning of a community.

Community outcome

- The accessibility of essential services and the continuity, restoration, and reconstruction of critical and community infrastructure that enable individuals and families to live and connect within their community.

Sustainability

As Victoria's population is growing it is also changing.

It is ageing, it is becoming more diverse (there are now more than 260 languages and dialects spoken), and it is concentrating in urban and peri-urban areas. A transitioning economy can also impact communities dependent on particular industries, such as

agriculture and natural resources and make them more vulnerable to shocks. This can be compounded by unequal wealth distribution across the State. Some community members are less engaged and social cohesion is at times fragile.

Resilient recovery supports vibrant local economies, which sustain vibrant local communities. Strong local employment provides

businesses with flexibility, capacity and resources to re-establish themselves following an emergency. The local economy is diverse with accessible employment opportunities. Individuals, families and business are able to draw upon insurance and generate financial income to support their recovery, and are therefore less reliant on government support.

“

Many business owners did not have the time to sit down and go through information as they were focused on trying to maintain business operations as soon as possible after the floods.

Mount Alexander Shire Council's evaluation of the 2010-11 flood recovery

Descriptor

- The reconnection, re-establishment and integration of local social and economic systems and networks.

Community outcome

- Local social and economic systems and networks are supported to sustainably re-establish to enable individuals, families and businesses to work and connect within the community.

Components

Culture and heritage: The history of people, art, architecture, religion and other elements that shape life and are passed from generation to generation including customs, practices, places, objects, stories, expressions and values.

Business: Private and public entities, proprietors and small businesses that contribute to local economies.

Employment: Formal and informal roles and sectors of paid, unpaid and volunteer work that contribute to economies and the wellbeing of community members.

Tourism: A visitor economy (leisure, business, other) that diversifies the community's (local and national) economic base and expands the employment market.

Agriculture: The end-to-end management of the farming of crops and livestock that provide food and other products which sustain and enhance human life and support economies.

Recreation and sport: Activities and facilities that help maintain health and build communities through participation, social inclusion, connection, shared experiences and achievements.

Social networks: The systems and relationships between people and organisations connected by culture, values, ideas, friendships, employment, and location that help to build community resilience.

Alignment to Resilience Characteristics

- Dynamic and diverse local economy: there are diversified and accessible employment opportunities and a sustainable work life balance.
- Culturally rich and vibrant: diversity is celebrated and the community has a range of cultural, arts and leisure activities accessible by all.

Viability

The Victorian economy is in transition – financial and insurance services, tourism and education have replaced manufacturing as the largest economic drivers to employment and Gross State Product.

Rural communities remain reliant on agriculture and other natural resource-based industries. Income and wealth inequalities exist. Communities can exhibit low levels of engagement with decision making processes and social cohesion is sometimes strained.

Resilient recovery supports local economic structures that enable long-term business growth and sustainable employment that has flexibility to adapt to changing

circumstances and long-term trends. Inequalities of income and wealth are reduced. The community has a range of cultural, arts, leisure, sporting and other resources which draw on the full potential of all its members and contribute to long-term community connections. Citizens are engaged in local, state and national decision-making processes not just in the immediate aftermath of an emergency but in the longer term.

“

The economic recovery of fire-affected communities is crucial to their long-term recovery. Supporting businesses to re-establish and generating local employment has been a priority in fire-affected areas, with a particular focus on small business and tourism.

Victorian Bushfire Recovery Three Year Report 2012

Descriptor

- Social and economic systems and networks provide opportunities for growth, renewal and innovation.

Community outcome

- Social and economic systems and networks can individually and collectively move from recovery to resilience, revealing potential and opportunities for growth, renewal and innovation.

Components

Local and regional investment strategy: Timely, evidence based and coordinated delivery of long-term investment in activities across all levels of government that respond to the needs of local communities and build long-term competitiveness and resilience.

Community development: The process where community members come together to take collective action and generate solutions to common problems that helps to build community capacity and resilience.

Long-term recovery planning: The process of whole of community engagement in the development of a long-term vision and planning for the delivery of coordinated and

adaptive programs, services and support that facilitates community participation in recovery and leads to improved recovery outcomes.

Assurance and learning: Lessons learned from experience and research, reviews of community consequences, investigations of causes and outcomes, assurance activities and the translation of lessons into behaviour change that leads to continuous improvement and improved community safety and resilience.

Business continuity: Planning and preparation to ensure that government, agencies, business and community service organisations are able to continue to operate even when impacted by an emergency and can recover as quickly as possible after an event.

Alignment to Resilience Characteristics

- Dynamic and diverse local economy: there are diversified and accessible employment opportunities and a sustainable work life balance.
- Culturally rich and vibrant: diversity is celebrated and the community has a range of cultural, arts and leisure activities accessible by all.

Community Connection

Demographic shifts including population growth, ageing and population diversity all have an impact on community connection.

Households are becoming smaller, but there are more of them. Evidence suggests that communities are, overall, less engaged and social cohesion is sometimes fragile. Weakened community connections can

exacerbate the impacts of an emergency and lead to poorer recovery outcomes.

Resilient recovery leverages the strength of community through effective networks and structures that enable high levels of collaboration and communication that allows the community to lead their recovery. Emergency management planning prior to an emergency understands, facilitates the strengthening of, and empowers these networks and structures so that they can be utilised to build

resilience and enable community members to actively participate and connect.

Effective local community networks and structures facilitate collaboration, communication, sharing, learning and the provision of support to individuals and families. Community members are actively engaged, share local knowledge and continually learn and grow, creating opportunity for delivery of effective recovery processes.

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In the absence of meaningful community involvement with other affected people, individuals and families may have limited opportunities to share and resolve their experiences, receive the social support needed for personal recovery, and be involved in their community's recovery.

IGEM Review of Community Recovery Following the 2013-14 Victorian Bushfires

Descriptor

- Community systems and networks are understood, informed and work together to participate in planning and leading recovery through to long-term community resilience.

Community outcome

- Community systems and networks are actively involved in planning and leading their pathway from recovery to resilience through collaboration, communication, learning and support.

Components

Community profile: A comprehensive picture of the makeup of communities that helps to form an understanding of emergency impacts, and inform recovery planning and decision making.

Emergency management planning: The process of engaging the whole community in the development of strategic and operational approaches to build resilience to emergency events.

Community connection: The relationships, systems and networks that enable individuals and communities to work together.

Communication: The channels, information and systems that engages individuals and communities and enables them to make better decisions about their safety and wellbeing ultimately for better community outcomes.

Intelligence and information sharing: Timely, accurate and actionable information, including the assessment of risks, threats and hazards that enables effective recovery decision making.

Alignment to Resilience Characteristics

- Connected, inclusive and empowered: there are networks and structures in the community that support collaboration, communication, sharing and learning together.
- Democratic and engaged: the community is able to participate in decision-making and community activities.
- Reflective and aware: the community can access the resources it needs to be aware to act where required and reflect upon their experiences.

Enabling Operating Arrangements

The enabling arrangements form the basis for how we operationalise the Resilient Recovery Model.

The enabling operating arrangements are the comprehensive and evidence-based policy and programs, adaptable and collaborative governance arrangements and accountabilities, consistent and collaborative capabilities and capacity, and diverse, flexible, sustainable and relevant funding and investment arrangements. The enabling operating arrangements are driven and informed by wellbeing, liveability, sustainability, viability and community connection outcomes.

Continued overleaf ►



Policy and Programs

Descriptor

- Policy and programs are the state and national recovery policy frameworks and the identification, development, delivery and evaluation of services and programs that support community recovery outcomes.

Outcome

- Comprehensive and evidence-based relief and recovery policy and programs that plan for and support wellbeing, liveability, sustainability, viability and community connection outcomes.

Components

- Relief and recovery policy framework
- Evidence-based relief and recovery programs and activities
- Major event recovery models
- Assurance and learning
- Influencing whole-of-government policy
- Co-design strategies
- Long-term recovery models
- Monitoring and evaluation

Questions for consideration

1. What existing and future policies and programs are central to successful resilient recovery? How could they support long-term recovery?
2. How does the resilient recovery model encourage community, government, agency and business participation?
3. What are the key whole-of-government policies that we should look to influence to deliver better recovery outcomes?
4. How could continuous improvement be integrated into the resilient recovery model?



Governance Arrangements and Accountabilities

Descriptor

- Governance is the processes for making and implementing decisions and activities. Governance is supported by clear operational and policy arrangements that meet the needs of communities and service providers. As a fundamental principle of good governance, accountabilities encompass the responsibility for and delivery of those activities that are undertaken.

Outcome

- Adaptive and collaborative relief and recovery arrangements and accountabilities across communities, government, agencies and business, underpinned by agile governance structures.

Components

- Legislation
- Emergency management planning
- Accountabilities (roles and responsibilities)
- Operational management (command, control and coordination)
- Policy governance arrangements
- Strategic communication
- Local, regional, state arrangements

Questions for consideration

1. What are the requirements of governance arrangements and accountabilities that support the Resilient Recovery Model?
2. Who should be accountable for which aspects of the delivery of the Resilient Recovery Model?
3. Is there opportunity to further streamline operational recovery arrangements? How can recovery arrangements be further integrated into preparedness and response arrangements?



Capability and Capacity

Descriptor

- Capability is the collective ability to reduce the likelihood and consequences before, during and after an emergency. Capacity is the extent to which the core elements of capability can be sustained before, during and after an emergency.

Outcome

- Innovative, consistent and collaborative partnerships across communities, government, agencies and business that enable effective relief and recovery through people, resources, systems and services.

Components

- Learning and development
- Partnerships
- Research
- Intelligence and information sharing
- Workforce culture
- Leadership
- Performance Standards
- Digital technology
- Preparedness Goal
- Workforce and Volunteer Strategy
- Management of donated goods, services, money, people
- Community connection and development

Questions for consideration

1. Who (communities, agencies, business, government) is best placed to deliver recovery programs and activities that meet the needs of communities? How are they best supported?
2. What are the training, learning and development needs for relief and recovery?
3. What are the resources, systems and processes required to enable resilient recovery?
4. What are the strategic research priorities for relief and recovery?



Funding and Investment

Descriptor

- Funding and investment is the policies and processes that inform the effective and sustainable management of relief and recovery funding and establish the overarching policy framework through which investment is made.

Outcome

- Diverse, flexible, sustainable and relevant relief and recovery funding and investment that support and meet the needs of individuals, families, community and business.

Components

- Outcomes based relief and recovery funding framework
- Long-term recovery funding arrangements
- Partnerships
- Investment strategy
- Insurance
- Asset management strategy
- Procurement arrangements
- State-Commonwealth funding arrangements
- Financial systems and processes
- Resilient reconstruction policy

Questions for consideration

1. What should Victoria's recovery funding and investment priorities be?
2. What funding arrangements are required following an emergency to support individuals, communities and business in their recovery?
3. What are the key partnerships that need to be developed?

Part 3: Way Forward

The role of Emergency Management Victoria is to work with communities, government, agencies and business to strengthen their capacity to withstand, plan for, respond to and recover from emergencies.

Through the Discussion Paper, Emergency Management Victoria will lead and facilitate discussion on system-wide reform to relief and recovery policy and programs,

governance arrangements and accountabilities, capability and capacity and funding and investment in order to achieve safer and more resilient communities.

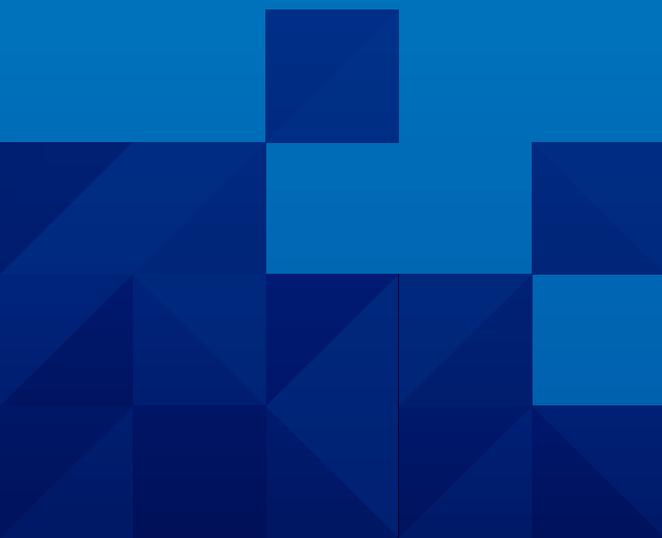
The commitment of partner agencies, organisations, business and community to engage and provide insight and feedback is critical to the success of future relief and recovery within Victoria. This reform offers the opportunity to influence broader public policy and strategy in a way that supports and delivers safer and more resilient communities.

TIMELINE FOR REFORM

Emergency Management Victoria will seek feedback on the Discussion Paper until 13 April 2017.

During this process, significant engagement will occur with key partners to seek their input and advice on relief and recovery reform. Emergency Management Victoria will work with the State

Crisis and Resilience Council Relief and Recovery Subcommittee to develop a relief and recovery strategy to be endorsed by Government in mid-2017 which will lead to reform in the policy, governance, capability and funding of relief and recovery in Victoria. The strategy will be implemented and evaluated over a three to five year period.



GET INVOLVED

Emergency Management Victoria is seeking the contribution of interested parties on the Resilient Recovery Model set out in the Discussion Paper until **13 April 2017**.

All contributions are welcomed and encouraged. We would like to hear from those that have lived, and continue to live, the recovery experience, those that have been involved in relief and recovery for years, those that are new, and those that offer a different perspective and experience.

You may choose to respond directly to some or all of the themes and questions in the Discussion Paper. When responding, please frame your response with the necessary detail to enable our consideration of your contribution. You may want to think about collaborating with other partners or communities to develop a response. We also encourage you to challenge the current systems and propose new ways of thinking beyond those proposed in this paper.

Submit your response:

engage.vic.gov.au

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M **Director Relief and Recovery**

**Emergency
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Responses close 13 April 2017.

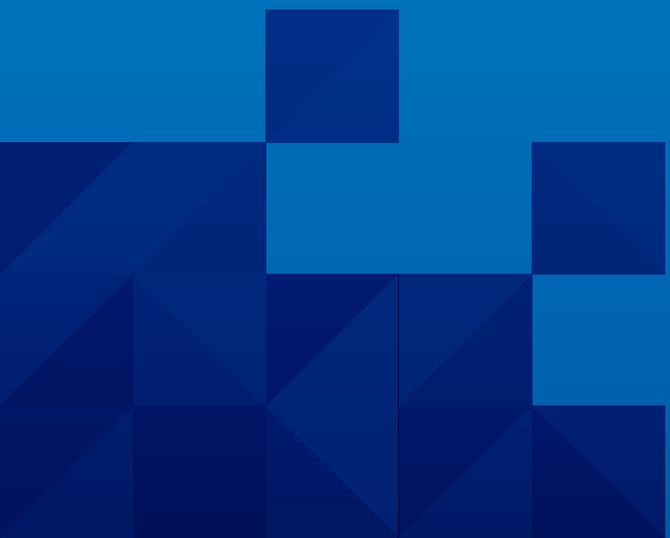
References

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- Community Recovery Handbook (Australian Institute of Disaster Recovery, 2011)
- Emergency Management Performance Standards (Emergency Management Victoria, 2016) <https://www.emv.vic.gov.au/publications/emergency-management-performance-standards>
- Victorian Preparedness Goal (Emergency Management Victoria, 2016) <https://www.emv.vic.gov.au/our-work/victorian-preparedness-goal>
- Interim Community Resilience Framework (Emergency Management Victoria, expected mid- 2017) <https://www.emv.vic.gov.au/CommunityResilienceFramework>
- Victorian Critical Infrastructure Resilience Strategy (Emergency Management Victoria, 2015) http://files.em.vic.gov.au/EMV-web/Critical-Infrastructure_Resilience_Strategy_Sept-2016.pdf
- Resilient Melbourne Strategy (Resilient Melbourne, 2016)
- Victorian Emergency Management Strategic Action Plan (Emergency Management Victoria, 2015) <https://www.emv.vic.gov.au/publications/victorian-emergency-management-strategic-action-plan-2015-2018-1>
- Green Paper: Towards a More Disaster Resilient and Safer Victoria (Department of Premier and Cabinet 2011)
- White Paper: Victorian Emergency Management Reform (Department of Premier and Cabinet, 2012)
- Beyond Bushfires: Community Resilience and Recovery Final Report (University of Melbourne, 2016)
- Review of the 2010-11 Flood Warnings & Response (Neil Comrie, 2011)
- The Economic Cost of the Social Impact of Natural Disasters (Deloitte, 2016)
- Review of Community Recovery Following the 2013-14 Victorian Bushfires (Inspector General of Emergency Management, 2016)
- Hazelwood Mine Fire Inquiry Report (Hazelwood Mine Fire Board of Inquiry, 2014)
- Report to the Victorian Government of the 2009 Bushfire-Affected Communities -Five Year Consultation (Ben Hubbard, 2014)
- National Strategy for Disaster Resilience (Council of Australian Governments, 2011)
- Victorian Bushfire Recovery Three Year Report, 2012

International References

- Guide to the National CDEM Plan - Section 32 - Recovery (Ministry of Civil Defence & Emergency Management, New Zealand 2015)
- The Sendai Framework for Disaster Risk Reduction 2015-2030 (United Nations, 2015)
- FEMA National Disaster Recovery Framework (Homeland Security, USA 2016)





RESILIENT RECOVERY

Discussion Paper

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