

# Local Recovery Planning

---

Manual – M.1.136



© State of Queensland (Queensland Fire and Emergency Services) 2017

The Queensland Government, acting through the Queensland Fire and Emergency Services (QFES), supports and encourages the dissemination and exchange of publicly funded information and endorses the use of the [Australian Governments Open Access and Licensing Framework](#) (AusGOAL).

All Queensland Fire and Emergency Services material in this document – except the QFES logo, any material protected by a trademark, and unless otherwise noted – is licensed under a Creative Commons Attribution 4.0 licence.

The Queensland Fire and Emergency Services has undertaken reasonable enquiries to identify material owned by third parties and secure permission for its reproduction. Permission may need to be obtained from third parties to re-use their material.

**Written requests** relating to the copyright in this document should be addressed to:

**Intellectual Property Coordinator**  
For Queensland Fire and Emergency Services  
C/o QPS Legal Unit, Legal Division  
Queensland Police Service  
GPO Box 1440, Brisbane 4001  
PH: 07 3364 3958  
EM: [QFES.IPCopyright@qfes.qld.gov.au](mailto:QFES.IPCopyright@qfes.qld.gov.au)

**Disclaimer**

To the extent possible under applicable law, the material in this document is supplied as-is and as-available, and makes no representations or warranties of any kind whether express, implied, statutory, or otherwise. This includes, without limitation, warranties of title, merchantability, fitness for a particular purpose, non-infringement, absence of latent or other defects, accuracy, or the presence or absence of errors, whether or not known or discoverable. Where disclaimers of warranties are not allowed in full or in part, this disclaimer may not apply.

To the extent possible under applicable law, neither the Queensland Government or the Queensland Fire and Emergency Services will be liable to you on any legal ground (including, without limitation, negligence) or otherwise for any direct, special, indirect, incidental, consequential, punitive, exemplary, or other losses, costs, expenses, or damages arising out of the use of the material in this document. Where a limitation of liability is not allowed in full or in part, this limitation may not apply.





## Contents

CHAPTER 1: PURPOSE .....	4
CHAPTER 2: LOCAL GOVERNMENTS.....	4
CHAPTER 3: LOCAL RECOVERY GROUPS .....	4
CHAPTER 4: LOCAL DISASTER MANAGEMENT GROUP.....	5
CHAPTER 5: LOCAL RECOVERY PLAN .....	5
CHAPTER 6: COMMUNITY-LED RECOVERY .....	6
CHAPTER 7: PLANNING ASSISTANCE.....	6
CHAPTER 8: DEVELOPING THE LOCAL PLAN.....	7
CHAPTER 9: CONTENTS OF THE LOCAL PLAN .....	7
CHAPTER 10: PLANNING PROCESS OVERVIEW .....	7
CHAPTER 11: PRIORITISATION.....	8
CHAPTER 12: RESOURCE AVENUE.....	8





## CHAPTER 1: PURPOSE

This manual is a practical tool for the development and implementation of a local plan for community, economic, environment recovery and reconstruction (Local Recovery Plan). It also outlines a suggested approach for engagement of local communities during the recovery process.

The content of this guide is consistent with the disaster management requirements of local and district disaster management groups as set out under the *Disaster Management Act 2003* (the Act).

## CHAPTER 2: LOCAL GOVERNMENTS

Section 57 of the Act details the legislated requirements of local governments to prepare disaster management plans.

Local governments are democratically elected and accountable to their communities for the decisions they make and the services they provide.

Key roles of local governments in the recovery and reconstruction process include:

- Developing a recovery plan in collaboration with local communities to manage and coordinate recovery and reconstruction efforts.
- Effectively engaging with local communities and other stakeholders to help identify and prioritise their recovery and reconstruction needs in a manner consistent with their own community engagement policy and established engagement practices.
- Leading community engagement and community development processes which, wherever possible, complement or build on existing practices, including implementing a community engagement strategy in their local areas and providing opportunities for communities to actively participate in the recovery and reconstruction process. Where available, a council community development officer will assume responsibility for this role.
- Formally adopting the recovery plan. Within local government, it is recommended that this is undertaken through resolution at a Council meeting, with appropriate documentation of this decision.
- Implementing the recovery plan and monitor its progress.

In leading the development of local recovery plans, local governments should collaborate with all key stakeholders in a local area including different levels of government, private sector organisations, community sector organisations, and local community groups. Local disaster and recovery management structures and processes will be key mechanisms for working with stakeholders and key organisations represented on local committees.

Key roles of the stakeholders in the recovery and reconstruction process include:

- Actively supporting and participating in recovery planning activities.
- Assisting in the coordination and conduct of community engagement activities.
- Assisting local governments to engage local community members.
- Representing the views of community members and advocate issues and concerns on their behalf.
- Assisting in the implementation and monitoring of the recovery plan.

## CHAPTER 3: LOCAL RECOVERY GROUPS

Local Recovery Groups should be convened by the local/district disaster management groups after a disaster to provide a management forum for the recovery and reconstruction processes in respect to the affected area and the community. Recovery sub-groups which concentrate on the human and social, economic, environmental and infrastructure (building, and roads and transport) aspects of recovery may also be established.





Key roles of the recovery groups include:

- Coordinating community recovery activities through information sharing and collective decision making.
- Establishing the priority of projects in the recovery plan through community consultation.
- Implementing and monitoring the progress of recovery and reconstruction activities and reviewing the recovery plan.
- Ensuring the community is kept well informed on the progress of the recovery plan.

## CHAPTER 4: LOCAL DISASTER MANAGEMENT GROUP

Section 29 of the Act provides details on the legislated roles and responsibilities of the Local Disaster Management Group (LDMG).

Key roles of LDMGs in support of this process include, but are not limited to, the following:

- Developing effective disaster management.
- Assisting the local government for its area to prepare a local disaster management plan.
- Ensuring the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster.

## CHAPTER 5: LOCAL RECOVERY PLAN

A local recovery plan *is not*:

- Compulsory however its completion is strongly encouraged to provide a mechanism to coordinate and drive recovery and reconstruction.
- A submission for funding through the Queensland Reconstruction Authority (QRA) and does not replace recognised funding procedures such as Natural Disaster Relief and Recovery Arrangements (NDRRA).
- A submission for building works.

A local recovery plan *is*:

- A medium to long-term plan for the recovery and reconstruction of disaster affected communities.
- A collaborative tool which enables disaster affected communities to identify local assets and capabilities and to prioritise local needs and aspirations for long-term recovery and reconstruction.
- A living document which provides local governments with regular, periodic opportunities to reassess recovery priorities and develop projects to address these concerns.
- An iterative and adaptive document which enables communities to drive their recovery and maximise opportunities to access and effectively utilise available resources.
- Developed through community involvement with all members of the community given the opportunity to contribute. Acknowledging the extent of damage and limited resources, not every project will be funded. Therefore, community-led prioritisation facilitated by the local government is critical.
- Owned and managed by the local community.

A local recovery plan:

- Complements local disaster management plans required under Section 57 of the Act.
- Enables communities to track their recovery process.
- Must remain relevant and continue to articulate community sentiments and changing needs. Communities are encouraged to review their recovery requirements and priorities and update their local recovery plan on a regular basis.





- Enables the prioritisation of efforts and resources by the local government, state government agencies and the Commonwealth.
- Informs each Functional Recovery Group (FRG) (Human and Social, Economic, Environment, Building Recovery, and Roads and Transport) of the priorities of communities and will enable the coordination of activities across the associated recovery groups and neighbouring communities.
- Acts as a mechanism to assist the stakeholders' and community's understanding of critical post-disaster aspects:
  - The scale and scope of community needs.
  - The recovery and reconstruction priorities within local government areas and across the impacted regions of the state.
  - The progress of recovery and reconstruction.
  - Identification of the limiting factors in each community's disaster management framework and link resources needed to enhance community resilience.
- Should be developed and implemented using a five stage planning process:
  1. preliminary scoping
  2. problem analysis
  3. recovery options development
  4. recovery options analysis
  5. decision, implementation and review.

## CHAPTER 6: COMMUNITY-LED RECOVERY

Successful recovery is responsive and flexible, engaging communities and empowering them to move forward. Community-led recovery:

- Centres on the community and encourages those affected by an event to actively participate in their own recovery.
- Seeks to address the needs of all affected communities.
- Allows individuals, families, businesses and communities to manage their own recovery, with the support of government and the community and private sectors.
- Considers the values, culture and priorities of all affected communities.
- Uses and develops community knowledge, leadership and resilience.
- Recognises that communities may choose different paths to recovery and that communities recover at different paces.
- Ensures the specific and changing needs of affected communities are met with flexible and adaptable policies, plans and services.
- Builds strong partnerships between communities and those involved in the recovery process.

## CHAPTER 7: PLANNING ASSISTANCE

Where necessary, the QRA can provide assistance and support for the development of local recovery plans.

Initially, local governments should contact their relevant QRA Regional Liaison Officer to seek planning assistance. Subject to the nature of assistance sought, the assistance request will be directed to the appropriate QRA team member for action.

The following planning assistance can be provided to local governments:

- Information on Local Recovery Plan requirements.
- Information on the roles and responsibilities of local governments, peak bodies and other stakeholders in the development of the Local Recovery Plan.
- Information on planning processes including needs assessments, development, implementation, progress monitoring and reviewing.
- Access to information on community planning techniques.





- Access to information on community engagement strategies and techniques.

## CHAPTER 8: DEVELOPING THE LOCAL PLAN

Each local government is responsible for developing its Local Recovery Plan in consultation with the community and key stakeholder groups.

It is essential that local governments undertake a process, involving their local communities and other stakeholders to ensure that the unique characteristics, local assets, capability and priority needs for each local government area are captured.

Community engagement in recovery covers a wide range of activities including information sharing on issues and activities, community consultation regarding needs, priorities and proposals, and active participation in decision-making and the delivering of plans and projects. The overarching objective of the community engagement should be the development of a local recovery plan which ensures community ownership of recovery and reconstruction activities.

Local governments are encouraged to utilise their existing planning and community engagement processes to assist in developing their Local Recovery Plan. The Local Recovery Plan should complement local government's other planning tools and be informed by the community engagement processes which councils are undertaking.

## CHAPTER 9: CONTENTS OF THE LOCAL PLAN

A Local Recovery Plan may include a range of ideas and proposed projects to recover and reconstruct from a disaster event. These should be prioritised and indicate the stakeholders responsible for taking the action forward. The proposed projects may span all aspects of prevention, preparedness, response, recovery and resilience, including:

- Human and Social
- Economic
- Environment
- Building Recovery
- Road and Transport.

Projects or ideas may vary greatly in size, duration, timing and cost, and should focus on the priorities for recovery in the community. In particular, consideration should be given to the manner in which the projects or ideas can reconnect, rebuild and improve communities to ensure they are more resilient to future disasters. Additionally, recognition of existing community assets, capability and plans, and the potential impact or possible coordination of projects and ideas with neighbouring communities is necessary.

## CHAPTER 10: PLANNING PROCESS OVERVIEW

Briefings to the chair of the LDMG (Local Recovery Group)/District Disaster Management Group (District Recovery Group) during, and at the conclusion of each phase, and subsequent feedback to the planning group are essential to ensure that the recovery plan meets the needs of the community and conforms to the recovery groups' guidance. This methodology is informed throughout each phase by recovery needs assessments and can be modified to suit the varying planning capacities and capabilities.

1. **Preliminary Scoping** – this step can be conducted by the planning group (led by the recovery coordinator and comprising recovery stakeholders from each of the functional recovery areas) prior to, or soon after the impact of a disaster. Here the planning group considers the possible impacts of the disaster and anticipated recovery requirements based on risk assessments, previous learning, experience and legislative requirements.





2. **Problem Analysis** – this step defines the recovery objectives and effects identified by the community and the disaster management group. It considers capability and capacity of the delivery agents, resources available and limitations to recovery activities.
3. **Recovery Options Development** – this step sees the development of a number of options to address the recovery requirements identified during Problem Analysis. Consideration is given to the most effective way to deliver effective and timely recovery activities and possible risks to the implementation of these initiatives. What capability and capacity is required?
4. **Recovery Options Analysis** – this step assesses the recovery options developed, addressing identified risks and the inclusion of prevention, preparedness and resilience effects.
5. **Decision, Implementation and Review** – this is the final planning step and sees the presentation of the analysed recovery options to the disaster management group for consideration. The Local Recovery Plan is finalised and implemented in accordance with direction from the disaster management group. Following implementation the recovery plan should be monitored and reviewed to assess its effectiveness and revise actions as necessary

## CHAPTER 11: PRIORITISATION

Prioritisation of proposed projects in the Local Recovery Plan should be undertaken as part of the community engagement strategy.

Local recovery and reconstruction projects shall be delivered within the context of the broader tasks organised by the FRGs which are prioritised at the state level. Local and state level tasks and projects should be complementary and not compete for the same resources.

## CHAPTER 12: RESOURCE AVENUE

The Local Recovery Plan is not a funding submission, however it enables the Queensland Government, through the QRA and the FRGs, to identify and prioritise possible resource alignment to proposed projects.

