Final report

Maribyrnong Community Recovery Committee – Review

Maribyrnong City Council

March 1st 2024

Contents

Executive Summary

Rationale for review

The Community Recovery Committee (CRC) was established to advise and support Council in developing recovery programs and initiatives to support the residents from the Maribyrnong Township impacted by the 2022 Victorian Flood Event.

After eight months of operation, it was timely for Council to undertake a comprehensive independent review of the structure and performance of the Committee.

The scope of the review was to:

- Review the existing Terms of Reference and governance structure for the Community Recovery Committee (CRC).

- Review the induction material and sample of papers from committee meetings.

- Develop and distribute a survey to all Committee Members.

- Conduct interviews with all Committee Members and a selection of key stakeholders, including staff who had been involved with the Committee and / or recovery actions for the community.

- Benchmark against other community recovery committees across Victoria and other States.

- Develop a project report.

Outputs

This project produced:

- A survey and interviews of the Committee Members, key stakeholders, and staff.

- A preliminary briefing report for Council.

- A guidance document for reviewing the Terms of Reference – this is provided at Appendix 4 of this report.

Methodology

The findings and recommendations were arrived at using the following process:

- **Document review:**
  Supporting and illustrative documents and materials were gathered and reviewed, including from other Councils, Emergency Recovery Victoria, the Inspector-General of Emergency Management, and the Australian Public Service Commission.

- **Consultation:**
  Interviews were conducted with all nominated stakeholders, and documented. To ensure confidentiality, these interviews were not recorded digitally.

The survey was conducted using Survey Monkey and did not request the names of respondents.

- **Consultation Analysis:** Resulting data was analysed, and themes and issues extracted, and results summarised.

- **Synthesis:** Information collected and summarised was synthesised to highlight issues, learn from other Councils and agencies, and prepare recommendations.

Broad issues

Issues identified by this review relate to:

- A need for State and systemic clarity to improve outcomes for government and communities.

- Differing perceptions amongst CRC members – both community and Council officer members.

- Loss of trust between individuals, Council, and State agencies.

- Exhaustion of CRC members after 15 months of personal and household recovery, as well as supporting community recovery in a contested environment.

Recommendations

The recommendations emerged from this review process and are categorised and listed below.

- **Membership**

  1. Additional community members be recruited, ideally from groups who are grounded in the wider community and from diverse backgrounds.
  2. An independent chair be appointed, acting as facilitator and advisor to both community members and Council officers.

- **Terms of Reference**

  3. Terms of Reference be negotiated and agreed by the new CRC.
  4. Agreement should be reached among the new CRC members as to the intent of the CRC itself and the relationships of those involved.

- **Ongoing support**

  5. CRC members have access to professional mental health support.
  6. CRC members, including Council staff, have continuing training, support, and mentoring.

Acknowledgements

The generosity, openness, and candour of all participants is acknowledged in contributing to the outcomes of this review. The generous support and advice from other Councils and agencies is also gratefully acknowledged.

1.0 Introduction

1.1 Background

The following background was provided in the Project's Specifications:

On Friday 14 October 2022, residents, businesses and community organisations of Maribyrnong were impacted by a major flood of the Maribyrnong River.

Under the Emergency Management Act 2013, Council is responsible for coordination of recovery at the Municipal level. Since the Black Saturday Bushfires in 2009, evidence-based research has provided those professionals working in recovery the understanding that a community-led approach to recovery is essential for those who have been impacted by emergencies.

In December 2020, the emergency management planning legislation contained within the Emergency Management Act 2013 changed whereby the Municipal Emergency Management Planning Committee (MEMPC) was no longer required to submit an emergency management plan to Council for endorsement. This means that there is no longer a clear governance structure in place to provide a framework for recommendations relating to recovery to be considered by Council.

Informed by evidenced-based research and informal discussions with impacted residents of Maribyrnong Township, Council officers recommended that a Community Recovery Committee be established to support recovery recognising that those who are impacted by emergencies are in the best position to understand their communities' priorities for ongoing recovery.

In February 2023, Council endorsed the establishment of a Community Recovery Committee to provide advice and support to Council in develop programs and initiatives to support the residents from the Maribyrnong Township impacted by the 2022 Victorian Flood Event.

The approved Terms of Reference detail the purpose, objectives, membership and roles and responsibilities of the Community Recovery Committee. The Committee is an advisory committee; it therefore has no budgetary responsibilities, decision-making powers or delegated authority but serves to make recommendations for Council's consideration and incudes a six-month review period.

The Committee was formally inducted in April 2023 following an Expression of Interest self-nomination process. The EOI applications were assessed by an independent panel to select the community representatives. The committee has now been operating for eight months, and it is therefore timely to undertake a comprehensive review of the structure and performance of the Committee.

1.2   Scope

The project's scope was to:

- Review the existing Terms of Reference and governance structure for the Community Recovery Committee (CRC).

- Review the induction material and sample of papers from the 6 committee meetings.

- Develop and distribute a survey to all Committee Members, covering elements such as expectations, behaviours, achievements, what worked, and what needed to improve.

- Conduct interviews with all Committee Members and a selection of key stakeholders and staff who had been involved with the Committee and / or recovery actions for the community.

- Benchmark other community recovery committees across Victoria and other States.

- Develop a project report including:

  ○ Themes and issues raised during the analysis and data gathering stage.

  ○ Recommendations for the best options for the future of Maribyrnong CRC.

1.3   Outputs

The project produced the following outputs:

- A survey of the Committee Members, key stakeholders, and staff.

- Interviews of the Committee Members, key stakeholders, and staff.

- A preliminary report for briefing Council.

- A guidance document for reviewed Terms of Reference – this is provided at Appendix 4 of this report.

- A final report.

The individual interview transcripts and survey responses were not provided to Council, as agreed with both Council and interviewees.

2.0 Methodology

2.1 Considerations and process

To arrive at the recommendations for the CRC's future direction, it was important to be mindful of the difficult journey that many stakeholders had experienced to this point. For example:

- the Committee's community members were still in varying stages of returning to their homes, as well as dealing with the many and complex issues they faced in their personal recovery from the flood event, and

- the breakdown of cohesion and trust within the CRC had led to senior managers, including the CEO, attending the meetings and some community members unwilling to express their opinions.

For people to be candid in their interviews, it was critical to guarantee confidentiality. Participants contributing to interviews and surveys were assured that a view would only be included in this report where more than one person expressed it.

The following process was undertaken while maintaining communication with Council throughout:

- Document review
  - Supporting and illustrative documents and materials were gathered and reviewed, including information from other Councils, Emergency Recovery Victoria, the Inspector-General of Emergency Management, and the Australian Public Service Commission.

- Consultation
  - Interviews were conducted with all nominated stakeholders, and documented. To ensure confidentiality, these interviews were not recorded digitally. Interview questions are provided in Appendix 5.
  - The survey was conducted using Survey Monkey and did not request the names of respondents. Survey questions are provided in Appendix 5.

- Consultation Analysis
  - Resulting data was analysed, and themes and issues extracted.
  - Results were then summarised.

- Synthesis
  - Information collected and interview and survey data summarised was synthesised to highlight issues, learn from other Councils and agencies, and prepare a recommended course of action.

2.2   Other Councils

Guidance and counsel was sought from Local Governments in NSW, Queensland and Victoria to understand their approaches to determining Terms of Reference for their CRCs and their experience in working with them. The selection was chosen to represent both regional and urban Councils, and those impacted by fire, flood, and storm.

Those who generously shared their information and experience were:

Victoria: Yarra Ranges Shire, Hume City, and Mallacoota Shire

New South Wales: Lismore City

Queensland: Brisbane City

The most informative for Maribyrnong's purposes are Brisbane City Council (through the Queensland Recovery Plan) and Yarra Ranges Shire. Lismore City Council is currently undergoing a review of their processes, and this should be available shortly after this project is complete.

2.3   Terms of Reference

A document was developed to guide Council and the CRC through the process of developing a revised Terms of Reference. Information from a range of local, state, and Australian government sources was used as the foundation for this guidance. The document is included at Appendix 4.

2.4   Additional information

During the conduct of this project, various documents and web-based resources were collected, connections and contacts made, and ideas for future activities and projects were generated and recorded. These do not form a part of this report and were provided to Council separately.

3.0 Council Recovery responsibilities and decision-making structures

3.1 Council responsibilities

Under the State Emergency Management Plan[1] (SEMP), Council has a responsibility to manage recovery services *under the established recovery coordination arrangements*. Municipal recovery coordination responsibilities are for:

- Provision of Recovery information for communities, and

- Coordination of community recovery services.

The 2023 Municipal Emergency Management Plan (MEMP)[2] for Maribyrnong City Council describes the Recovery responsibilities of agencies and organisations as being those outlined in the State and Regional Emergency Management Plans, excepting for variations where the following organisations have responsibilities aligned to the Victorian Preparedness Framework[3]:

- CoHealth,

- Victoria University,

- Highpoint Shopping Centre, and

- Department of Defence.

The MEMP describes Recovery as follows:

> *Recovery is defined in the Emergency Management Act, 2013 as:*
>
> > *The assisting of persons and communities affected by emergencies to achieve a proper and effective level of functioning.*
>
> *In effect this means providing a coordinated process of support to emergency affected communities to assist with reconstruction and the restoration of emotional, social, economic and physical well-being.*

Community recovery services are delivered by a wide variety of agencies and organisations, recognised through local and State arrangements, and generally funded by State and Australian Government funding arrangements.

It is therefore necessary for Council to source and manage recovery support funding, and to navigate the web of responsibilities, possibilities, and emerging services and supports for their community.

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[1] State Emergency Management Plan > Roles and Responsibilities > Recovery: https://www.emv.vic.gov.au/responsibilities/state-emergency-management-plan-semp/roles-and-responsibilities/recovery
[2] https://www.maribyrnong.vic.gov.au/Residents/Emergency-Management
[3] https://www.emv.vic.gov.au/how-we-help/emergency-management-capability-in-victoria/victorian-preparedness-framework-0

Figure 1: Decision making structure, Community Recovery
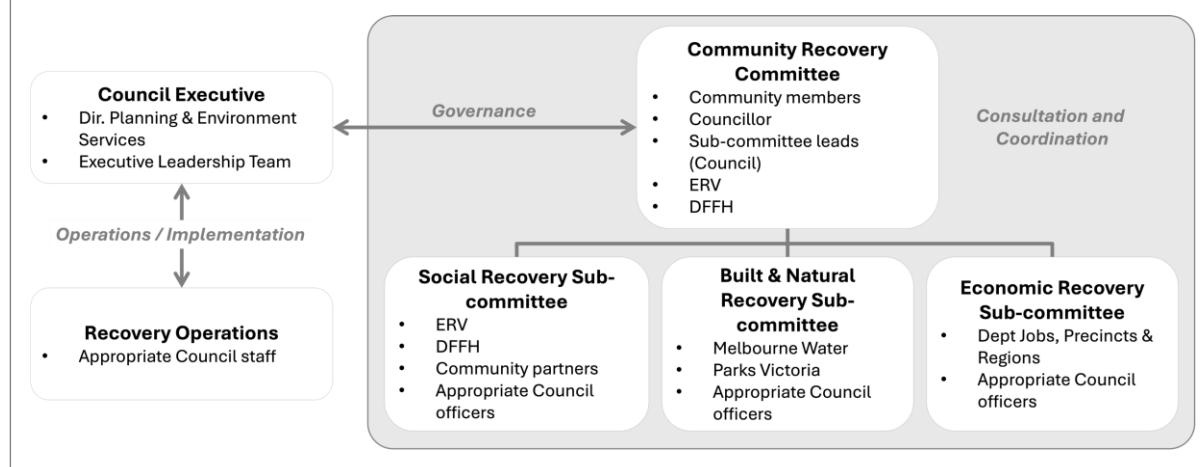
Over time, as government funding reduces, Council may withdraw from the coordination of these services and hand activities over completely to either community groups or support agency and Council business-as-usual processes.

Council Recovery responsibilities under the State Emergency Management Plan are summarised in Appendix 1.

In addition, Councils have responsibilities for mitigation and response (including relief) activities. These are also documented in Appendix 1.

To undertake this work following the 2022 Flood event, Council sought advice from community representatives through the Community Recovery Committee. They sought information and support from partner agencies through the sub-committees for:

- Social Recovery,

- Built and Natural Recovery, and

- Economic Recovery.

The place in the decision-making structure for these sub-committees is shown in Figure 1.

3.2 Maribyrnong Flood Community Recovery Committee

Council assembled the Community Recovery Committee (CRC) in February 2023, describing the following core CRC responsibilities:

- To provide guidance and support to Council on issues and barriers that affect the recovery process,

- To actively participate in the development of a Flood Recovery Plan,

- To raise advocacy issues for Council to consider on behalf of the affected community.

Membership of the CRC included:

- One Councillor,

- At least six but no more than 10 members of the community who represented the demographics of the impacted area,

- Recovery leads for Social, Economic, Built and Natural Environment Recovery who were senior leaders within Council.

It is clear from these statements, and from the original terms of reference, that Council saw its role as coordinating the provision of recovery services with the advice and involvement of community members. This was to ensure recovery services were designed and provided with community need at the core.

This advisory role is clearly defined in the *Decision-making structure* outlined during the CRC's induction process (see Figure 1).

The original Terms of Reference are included in Appendix 2. The Terms of Reference were revisited, but never adopted. This revision is included in Appendix 3.

4.0 Community Recovery Committee operation

4.1 Early work

The CRC was created in February 2023 following recruitment conducted via a self-nomination process.

An induction workshop was held early in their time together. Information covered included:

- The decision-making structure,

- The purpose, intent, responsibilities, and functions of the CRC,

- The role of CRC members,

- Interrelationships between the CRC, Council administration, Council and Councillors, and the Community affected by the flood,

- What the CRC would not do, and

- The commitment of Council.

It then covered detail regarding:

- The Terms of Reference,

- Asset-based community development,

- The role of the Chair, and

- The conduct of meetings.

This information was also provided physically to the CRC members.

Subsequently, the CRC met, selected a Chairperson, and began their work.

4.2 Breakdown of cohesion

Outputs from the interviews and survey responses indicated a complete breakdown of cohesion and trust within the CRC. This was reported to be a result of:

- A culture of centralised communication and differing perceptions of the role and purpose of the CRC,

- Recovery processes that were unseen by the CRC, including the work of the Social Recovery Sub-Committee and grant funding expenditure, and

- The distrust of Council as a representative of 'government'.

    This was caused by:

    ○ The apparent inaccurate and untimely warnings and predictions provided by several organisations in the days leading up to the flood event, particularly Melbourne Water, the State Emergency Service, and the Bureau of Meteorology. This created significant disappointment, anger, and distrust in 'government'. The feeling was exacerbated by community perceptions of agency responses to community,

government, and press requests, and by perceived patronising and dismissive behaviours of some agency representatives during early community meetings.

- Erosion of clarity in the CRC's purpose from the second CRC meeting (as mentioned in interviews). The CRC's charter was interpreted in different ways by:

  ○ the Chair and some community members,

  ○ other community members, and

  ○ the Council representatives.

  This was when the divisions began to be clearly evident. Part of the CRC expressed that accountability must be sought from the responsible agencies, and that the CRC was the vehicle to do so. This was not the opinion of all on the CRC, nor was it something that was attainable by either the CRC or Council. Amongst the committee, there was a strongly divergent view of *community-led recovery* – a confusion in other communities previously identified in the IGEM report[4]. Redrafted Terms of Reference were prepared, but never adopted (Appendix 3).

- The conduct of CRC meetings became (according to some) overly formal and did not encourage participation, collaboration, creativity, or problem solving. CRC members did not feel the permission to express their opinions.

4.3   Breakdown of the committee

By November 2023, one community member had resigned, and Council officers were replaced by Council managers, directors and, finally, the Chief Executive Officer. The CRC review was then proposed. At that point, three further community members resigned.

Throughout this period, many of the CRC members had not returned to their homes, were dealing with their insurers and contractors, were caring for several generations of their families and neighbours, and attempting to continue their employment. Some had only just returned to their homes, and others have many months to go. They expressed difficulty and conflict in supporting community-wide recovery processes at the same time as navigating their own personal and household recovery.

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[4] Inspector General for Emergency Management > Publications > Reports and publications > Inquiry into the 2019-20 Victorian Fire Season Phase 2 Report: https://www.igem.vic.gov.au/publications/publications/inquiry-into-the-2019-20-victorian-fire-season-phase-2-report

5.0 Experiences reported from interviews and surveys

Interviews were conducted with a total of 17 people. These were:

- On the original CRC and who have now resigned,

- On the original CRC and who have offered to participate in a new iteration of the CRC,

- Council officers in the Emergency Management and Recovery teams who attended earlier meetings of the CRC,

- Council managers who attended some meetings during the life of the CRC, and

- An independent consultant hired to support the original CRC and the Chair.

5.1 Themes emerging from interviews

Disappointing experiences

The community members and Council staff and management all reported walking away from the original iteration of the CRC somewhat bruised and disappointed. All of them are tired.

Consistent themes

Some themes emerging from the community member interviews were consistent regarding community-wide experiences:

- Impacted residents are all at different stages of their recovery, and therefore need services at different times,

- Accessing funding and some support services has often been convoluted and inflexible,

- Planning and rebuilding has been problematic. This was reported as relating to the combination of insurance, access to trades and contractors, access to materials, navigation and interpretation of planning requirements, and access to professional advice,

- Mental health supports are still required and the need is likely to increase, and

- All would like to have confidence that government agencies will have systems and processes that will work and mitigate the extent of damage during the next flood event.

On a personal level, they also reported sacrificing family time and focus to work on the community-wide effort.

5.2 Different groups within the CRC, different experiences

The interviews and surveys highlighted distinct experiences and reflections in each of the following groups:

- Community members who have resigned,

- Community members who have offered to remain,

- Council staff, and

- Council managers.

Community members who have offered to remain on the CRC are disappointed in some arms of government. They are prepared to stay on the CRC and 'see it through'. They do not wish to spend large amounts of personal time rolling out services but are happy to provide information and advice grounded in community experience. Additional community members are also welcomed – to add to the resource, networks, and to bring more energy with them.

Most community members who have resigned reported a lack of trust in the various government entities who are charged with informing and protecting communities, their homes, and their businesses.

Council staff have a strong desire for the CRC's work to continue and to coordinate community recovery services that align with community need. They reported 'not really hearing' the voices of community during the operation of the original CRC and the frustration they felt in that. They also reported feeling extremely stressed through the whole experience.

Staff are now enthusiastic about working with state agencies that will increase assurance for community members, and feel re-energised to continue their work while hearing the broader voice of community.

Council managers are keen for the community to continue to rebuild and return to the area. They also would like the way forward to be informed by sound process and staff safety.

Emotional journey

The emotional journey for both community and staff members was difficult. Community members, as previously stated, were in varying stages of returning to their homes, while also dealing with their personal recovery from the flood event. Council representation became increasingly senior, resulting in the CEO attending several meetings.

CRC discussions were reported by all sub-groups to be antagonistic and adversarial, and the direction and priorities were not agreed amongst the CRC members. Some members of the Council Executive referred to the environment as 'unsafe' for Council Officers.

It is noted that several community members thanked, and acknowledged the effort and support of, Council staff throughout life of the original CRC.

Managing stress

Those involved in the CRC all acknowledged the stress they had felt at various times, and for a range of reasons. They reported a variety of methods they used to manage their stress and to feel grounded. These were:

- Exercise
  - Going to the gym / exercising
  - Walking the dog(s)
- Mental health practices
  - Positive thinking

- ○ Professional mental health support

- ○ Talking / debriefing with trusted allies

- ○ Being with family

- ○ Being in nature and the garden

- ○ Deleting social media

- Practical solutions

  - ○ Fixing the house and property

  - ○ Preparing household plans

  - ○ Implementing improvements to process during warnings

- Creativity

  - ○ Arts and crafts

6.0 State emergency management planning arrangements and Black Summer Inquiry report

6.1 State arrangements – confusing and unclear

The State arrangements are difficult to navigate, and do not provide advice about how a *community-led* process should operate.

The online presence of the arrangements is organised to show the interconnectedness of responsibilities and involvement. This is achieved through layers of hyperlinks, many tables, and acronyms. While appropriate for those who access and use the SEMP regularly, for those who access these arrangements only after a high-consequence, low-probability event, the online environment is close to impenetrable.

The Inspector General for Emergency Management (IGEM) identified this confusion in its *Inquiry into the 2019-20 Fire Season – Phase 2*[5] report which focussed on Relief and Recovery (see section 6.2 below). It also found the term 'community-led recovery' to be a point of contention for individuals and communities.

In its *Community Recovery Toolkit*, Emergency Recovery Victoria now describes *Community-Centred Recovery* as follows[6]:

- *Participation from the community, ensuring those affected by a disaster make decisions about their own recovery,*

- *Consider the values, culture, and priorities of all affected communities,*

- *Use and develop the community's strengths, leadership and existing networks and structures,*

- *Recognise communities might choose different paths to recovery and ensure policies, plans and services are flexible and adaptable to support this,*

- *Build strong partnerships between communities and those involved in the recovery process.*

Responsibilities for Local Governments in Recovery, as well as those for Mitigation and Response (and Relief) are extracted in Appendix 1.

6.2 Inspector General for Emergency Management – Inquiry into the 2019-20 Fire Season

The report was published in October 2021, just 12 months prior to the 2022 Maribyrnong floods.

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[5] Inspector General for Emergency Management > Publications > Reports and publications > Inquiry into the 2019-20 Victorian Fire Season Phase 2 Report: https://www.igem.vic.gov.au/publications/publications/inquiry-into-the-2019-20-victorian-fire-season-phase-2-report
[6] https://www.vic.gov.au/community-recovery-toolkit-0/what-ervs-role-community-recovery

Findings from this work were strikingly similar to those emerging from the Maribyrnong research, and indicates many of the issues and themes are consistent with the experiences of others around the State.

The themed statements below, extracted from the Inquiry, illustrate that there is still much work to do at a State and systems level to improve the outcomes for both governments and communities after disasters.

Community-led recovery

- *The Inquiry considers the experience of the 2019–20 fires demonstrated a lack of consistency in community-led recovery approaches.*

- *The lack of shared definition of what amounts to 'community-led' recovery creates confusion for individuals and communities,*

- *In many ways communities have felt overwhelmed and frustrated by the community-led approach, noting that it seems have different meanings in different contexts and often results in a high workload, but low levels of autonomy for the community.*

- *The role, structure, membership and support accorded to local Community Recovery Committees (CRC) were all matters raised.*

- *The extent of the feedback would suggest further review is warranted of the efficacy of the CRC model.*

Mental health

- *The trauma of living through an emergency can limit a person's ability to absorb information received during or immediately after the event.*

- *It is very clear from previous events, and research, that mental health concerns are likely to emerge as people progress through their recovery.*

Funding

- *A consistent theme in submissions to the Inquiry was the complexity of applying for assistance – be it the forms to be filled out or determining eligibility for assistance. This coupled with the need to constantly retell stories of loss unnecessarily compounded the trauma already experienced. Community members often told IGEM that accessing financial assistance was a confusing, bureaucratic, complex and stressful process. Inflexible application timelines and rigid eligibility processes effectively hindered recovery.*

Planning and building

- *Delays in rebuilding after bushfires are often attributed to 'red tape' and bureaucracy.*

- *Despite provisions in place and support made available to help communities, businesses and individuals rebuild, communities were frustrated and confused by the complicated regulations in place. There were perceptions of recovery works being delayed and inequities across affected areas. Navigating the planning and building approval processes remains challenging for individuals.*

7.0 Future directions

7.1 Ongoing Resilience

A consensus emerged across all four of the CRC's major groups about what 'Ongoing Resilience' might look like. Activities in these areas should be included in the Community Flood Recovery Plan.

They are:

- Emergency Planning
  - Council planning and assurance,
  - Community planning – for the first 72 hours,
  - Household planning and preparedness.

- Information and education
  - Agency roles,
  - Council roles,
  - Household knowledge and responsibilities,
  - Community connectedness and locally-trusted information sources.

- Service information and support
  - Planning and building,
  - Accessing service information and support,
  - Mental health support.

- Confidence in State agencies
  - Warning systems status,
  - Flood mitigation status,
  - Information flow from those agencies responsible for varying aspects of flood mitigation, warning, preparedness, and readiness.
  - What community members can (and cannot) expect from State agencies.

7.2 Community Recovery Committee operation and closure

The consensus amongst those interviewed is that the CRC should continue to operate while State funding support is still available, and while it should be expended with the advice of the community.

In general, most thought that the remaining life of the CRC would be 12-18 months, although several thought that any meaningful recovery would realistically take 3-5 years. There were various thoughts about how often the CRC should meet, with some suggesting this might change over time.

Several individuals suggested that the need for closure will be evident through:

- Activities and services winding up,

- Activities and services being adopted by community members/groups or organisations,

- No longer being a need for an avenue to support services,

- High occupancy rates in the area, and

- When the funding finishes – although a community-only committee might continue to operate without Council sponsorship.

7.3   Challenges

There will continue to be challenges in the weeks and months to come. These will need to be navigated, and strategies found to minimise their impact. Some of these challenges may include:

- Structural changes and requirements

  - Reduction in, or removal of, state funding for support agencies, and

  - Requests from funding bodies for reports on recovery expenditure.

- Social recovery needs

  - Exhaustion in community members who have been working with the CRC for the past 12 months,

  - Need for continuing access to professional mental health supports for CRC members, and

  - Community need for mental health services and other support is likely to emerge as people return to their homes or overcome other major barriers,

  - Support and acknowledgement of the next anniversary.

- Environmental factors

  - New community members moving into the area requiring information and preparedness support,

  - Waning empathy for people impacted by this event. This is a common occurrence where, although the affected residents continue to feel the impact and require support, others who have not been impacted 'move on' and make broad assumptions about the ongoing need for support.

8.0 Recommendations

The recommendations below emerged through data gathering from:

- Interviews,

- Surveys,

- Contact with other agencies, and

- Review of State and Australian Government documents.

They are categorised and listed below.

- Membership

    1. Additional community members should be recruited, ideally from groups who are grounded in the wider community and from diverse backgrounds.

    2. An independent chair be appointed, acting as facilitator and advisor to both community members and Council officers.

- Terms of Reference

    3. Terms of Reference be negotiated and agreed by the new CRC.

    4. This includes that an understanding amongst the CRC be reached about what it is that the CRC can reasonably achieve, and what might be influenced rather than implemented. For example, large-scale mitigating engineering works are not the responsibility of Council, but conversations can be held with the bodies who hold that responsibility.

    5. Agreement should be reached among the new CRC members as to the intent of the CRC itself and the relationships of those involved.

- Ongoing support

    6. CRC members have access to professional mental health support should they require it.

    7. CRC members, including Council staff, have continuing training, support, and mentoring.

Appendix 1   State Emergency Management Plan: Descriptions and Acronyms and Local Government Roles and Responsibilities

Note: *The information in this Appendix is extracted from the State Emergency Management Plan[7,8]*

Descriptions and Acronyms

Control Agency | Control Agencies for response are primarily responsible for managing the response to a specified form of emergency, and responsible for establishing the management arrangements for an integrated response to the emergency.

Relief Coordinating Agency

Relief coordination responsibilities:

State relief coordination:	Emergency Recovery Victoria
Regional relief coordination:	Department of Families, Fairness and Housing
Municipal relief coordination:	Councils

Recovery Coordinating Agencies

Recovery coordination responsibilities:

Emergency Recovery Victoria:	State and regional recovery coordination
	Deliver recovery programs and services (including community services)
Councils:	Recovery information for community
	Coordination of community recovery services

Recovery environments

Recovery is undertaken across four environments, Social, Economic, Built and Natural, that provide a framework within which recovery can be planned, reported, monitored, and evaluated. The environments and their areas of activity can be adapted to meet the needs of people and communities affected, such as consideration for Aboriginal Culture and Healing.

AVA	Australian Veterinary Association
DEECA	Dept. of Energy, Environment and Climate Action
DFFH	Department of Families, Fairness and Housing
DH	Department of Health

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[7] https://www.emv.vic.gov.au/responsibilities/state-emergency-management-plan-semp
[8] https://files.emv.vic.gov.au/2023-12/State%20Emergency%20Management%20Plan%20(SEMP).pdf

DJSIR	Department of Jobs, Skills, Industry and Regions
DTP	Department of Transport and Planning
EPA	Environment Protection Authority
ERV	Emergency Recovery Victoria
PV	Parks Victoria
RSPCA	Royal Society for the Prevention of Cruelty to Animals

Local Government Responsibilities[9]

There are 79 councils in Victoria. The nature and extent of work by councils to deliver activities will depend on their capability, capacity, and particular circumstances of an event. Councils will utilise a variety of approaches and local arrangements to best affect the delivery of these responsibilities to meet unique local needs. Most of the activities in the list below are carried out by councils in close conjunction with, or with direct support by, government departments and agencies. Local arrangements will be specified in Municipal Emergency Management Plans, developed by multi-agency Municipal Emergency Management Planning Committees.

Acronyms included in these arrangements are included at the end of these lists.

Mitigation Activity[10]

Perform risk mitigation functions under local government, fire, health, building, and planning legislation e.g. planning schemes, building permits, food safety inspections.

Work with the Municipal and/or Regional Emergency Management Planning Committee to:

- provide community awareness, information
- identify and assess hazards/risks
- implement/coordinate specific risk treatments for identified risks.

Participating agency for the following bushfire mitigation activities:

- land use planning
- building regulations, standards, and codes
- landscape fuel management on council owned or managed land, and legislative requirements through the Municipal Fire Prevention Officer.

Participating agency for the following earthquake mitigation activities:

- building standards/regulations and enforcement (post 1989, 1993, 2007 standards)

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[9] https://www.emv.vic.gov.au/responsibilities/state-emergency-management-plan-semp/roles-and-responsibilities/role-statements/role-statement-councils
[10] https://www.emv.vic.gov.au/responsibilities/state-emergency-management-plan-semp/roles-and-responsibilities/mitigation

- critical infrastructure (engineering) vulnerability assessments and maintenance regimes (essential services, dams, buildings, transport infrastructure, mine, quarry, and petroleum sites) for council owned or managed assets.

Participating agency for the following flood mitigation activities:

- land use planning (strategic and statutory) and building regulations

- flood mitigation infrastructure e.g. levees, retarding basins on council owned or managed land

- flood emergency planning including readiness

- Total Flood Warning System as per Victorian Floodplain Management Strategy

- dam safety management to mitigate risks from potential dam failure (for council owned or operated dams).

Participating agency for the hazardous materials (including industrial waste) incident mitigation activity:

- land use planning

- regulate and process facility/residential/commercial development designs.

Participating agency for the heatwave mitigation activity:

- urban design and planning on council owned or managed land

- heat safety awareness for organisers for public events (SEMP Extreme Heat Sub-Plan).

Participating agency for the following storm mitigation activities:

- drainage systems (drainage standards and strategy) for council owned or managed land

- buildings compliant to engineering standards (building standards/regulations)

- maintenance activities for land, road and drainage infrastructure, such as drain and culvert clearance, roadside clearance, bridge inspections for council-owned and managed assets.

Response (including Relief) Activity[11]

Responsible for municipal relief coordination, including:

- support to the control agency which provides relief information to assist communities to make informed decisions about their safety

- coordination of relief services information to communities

- coordination of support to communities at the municipal level

- establish Emergency Relief Centres to provide immediate and basic services to people affected by an emergency.

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[11] https://www.emv.vic.gov.au/responsibilities/state-emergency-management-plan-semp/roles-and-responsibilities/relief

When safe to do so, provide support to the incident and/or regional control centres through:

- provision of available council-managed resources to Control Agency

- provision of available facilities for emergency services' staging areas

- partial/full closure of council-managed areas to exclude the public from dangerous areas

- partial/full local road closures and determination of alternative routes.

Relief Lead Agency (RelLA) to:

- coordinate the housing of displaced and lost/stray companion animals, with support from AVA and RSPCA.

When safe to do so, provide support to the incident and/or regional control centres, through clearance of blocked drains and local roads.

Relief Support Agency (RelSA) to:

- DEECA in providing animal welfare (other than wildlife) support services

- DFFH in arranging emergency shelter and accommodation for displaced households

- DH and EPA to develop and provide public health advice

- Regional tier coordinator to coordinate information on relief services and support to communities.

Recovery Activity[12]

Responsible for municipal recovery tier coordination, including:

- oversight of all recovery environments and associated activities

- recovery information for community

- coordination of community recovery services.

Coordinate local recovery activities, and lead agency to coordinate secondary impact assessment.

Recovery Lead Agency (RecLA) to:

- form, lead and support municipal recovery committees

- provision of recovery centres (as required) to provide access to recovery information for impacted community such as establishing recovery centres or other activities as required

- undertake the assessment, restoration, clean-up and rehabilitation of roads, bridges and tunnels, and culverts that are council owned and managed

- survey and make a determination regarding occupancy of damaged residential buildings (when safe to do so)

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[12] https://www.emv.vic.gov.au/responsibilities/state-emergency-management-plan-semp/roles-and-responsibilities/recovery

- undertake the assessment, restoration, clean-up and rehabilitation of public buildings and assets that are council owned and managed

- coordinate the clean-up activities for the disposal of deceased animals (domestic, native and feral) on council-owned or managed land

- undertake erosion control on council owned and managed land to help manage risk to public safety, natural and cultural assets and values, and infrastructure.

Recovery Support Agency (RecSA) to:

- DH and EPA to develop and provide public health advice

- DH to provide and promote advice on wellbeing in recovery

- DFFH to support securing temporary accommodation

- DJSIR to identify and monitor broad economic impacts, consequences and adaptation to emergencies

- DJSIR to implement approved funded activities, projects and programs to assist economic and business recovery and encourage the resumption of trade following an emergency

- DJSIR to assist businesses to navigate available information and advice following an emergency, including through industry associations and business networks

- DEECA to deliver recovery programs and advice to primary producers, and rural land managers and other animal businesses

- DEECA and PV to rehabilitate, restore and reinstate public land and tourism and visitor assets DEECA or PV is directly responsible for managing to mitigate risks

- ERV to coordinate approved state-led or supported clean-up

- DTP to provide advice and information on land use planning, building, historic heritage, land surveying and spatial services to facilitate restoration of buildings, heritage listed places, and assets.

Appendix 2   Approved Terms of Reference

Name:	Community Recovery Committee
Approved by:	Council
Date Approved:	February 2023
Last reviewed:	February 2023

1.0   Background

On Friday 14 October, 2022, residents, businesses and community organisations of Maribyrnong were impacted by a major flood of the Maribyrnong River.

Recovery from emergencies is most effective when the communities that are directly affected, lead it. Those who are impacted by emergencies are in the best position to understand their communities' priorities for ongoing recovery.

2.0   Purpose

The purpose of the Community Recovery Committee is to provide guidance and support to Council on issues and barriers that affect the recovery process and provide advice on the development and implementation of strategies that will deliver positive outcomes for the impacted community.

3.0   Objectives

3.1   Using community led recovery principles and asset based community development to gather information to understand community strengths and identify top community recovery priorities;

3.2   Applying deliberative decision-making processes to create a Community Led Recovery Plan;

3.3   Exercising good governance to support the promotion and allocation of any grant funding for community-led recovery projects.

4.0   Definitions

4.1   Deputy Chairperson means an alternative delegate, in the absence of the Chairperson.

4.2   Chairperson means the person elected by the Committee to Chair

4.3   Committee means the Community Recovery Committee.

4.4   Community Member is a member of the Committee who is not a Councillor or a member of Council staff.

4.5   Council means Maribyrnong City Council

4.6   Councillor means a Councillor of Maribyrnong City Council.

4.7   Council Officers means employees of Maribyrnong City Council.

4.8 **Recovery** means the coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing.

4.9 **Municipal Recovery Manager** is the person delegated that role under the *Emergency Management Act, 2013*. This role acts as Secretariat to the Committee.

5.0 Role and Responsibilities of Committee Members

The role of the Member is to support community recovery by providing information and considered advice on the needs of flood affected people within Maribyrnong.

The role of Member is to also support Council in promoting and advocating for the needs of flood affected people, and when appropriate, to help disseminate key recovery information to the community.

The core responsibilities of the Committee are:

- To provide guidance and support to Council on issues and barriers that affect the recovery process.

- To actively participate in the development of a Flood Recovery Plan.

- To raise advocacy issues for Council to consider on behalf of the affected community.

6.0 Membership

The Committee will be convened by Council and shall comprise:

- One Councillor

- At least 6 but no more than 10 members of the community who represent the demographics of the impacted area

- Recovery leads for Social, Economic, Built and Natural Environment Recovery who are senior leaders within Council

- Director Planning and Environment

Recovery Sub-Committees, consisting of the Recovery Leads, together with Council officers and relevant recovery organisations will undertake specific responsibilities to respond to Committee requests and provide advice.

Council staff and other external key stakeholders will attend meetings to present agenda items on an ex officio basis only for the purpose of providing relevant information and advice on matters being considered by the advisory committee.

7.0 Method of Appointment

Nomination of applications for community member representatives shall be called by public notice in local media, via the Flood Recovery Newsletter and recovery agencies working directly with community, and will be appointed for a period of eighteen (18) months.

Appointments to the Committee will be recommended to the Director Planning & Environment by a panel, comprising a Council staff member, a community advisor and a representative of Emergency Recovery Victoria, which will assess applicants against the below list of expectations of committee members as stated in application documentation.

Leave may be negotiated and granted to a member in the event that a member needs to arrange a temporary absence. A proxy may be able to be nominated in order to maintain a Committees representation if required.

The Committee may invite suitably skilled persons to attend a meeting at the request of the Chairperson as a guest speaker.

The role of the guest speaker is temporary and consultative and does not form part of the quorum.

8.0   Induction

A workshop/s will be held to enable Committee members to be inducted into their role. This will provide information on:

a.   the role of the Committee;

b.   the role of Council and councillors;

c.   the role and responsibilities of members of the Committee

d.   Council processes e.g. strategy development, advocacy positions;

e.   community led recovery principles;

f.   asset based community development;

g.   deliberative decision-making processes;

h.   local data and priorities; and

i.   good governance and grant making

9.0   Expectations of Committee Members

- The Committee will be flexible about multiple non-attendances by members and acknowledges the health and support needs associated with active citizen participation.

- Members should submit any apologies to the Municipal Recovery Manager if they are unable to attend.

- If a member is likely to be absent from at least 4 consecutive meetings and wishes to remain as a member of the Committee, they should request a leave of absence.

- Any such request should be submitted to the Municipal Recovery Manager and will be presented to the Committee for determination.

- The Committee will not unreasonably withhold its approval of a leave of absence request.

10.0 Operating Procedures

Chair

The Chair is responsible for presiding the meeting.

- The Chair will be nominated by the Committee at an induction workshop for all Committee members.

- The Chair will be the public face of the Committee

- The Committee may appoint a Deputy Chair, whose role would be to perform the duties of the Chair if they are absent or unable to perform their duties at a meeting of the Committee.

Quorum

A quorum for the committee will require attendance of a minimum of one Council representative and four community members.

The committee will operate on a consensus basis. Where issues remain unresolved, the Chair will defer the issue to the next meeting. If issues remain unresolved and a solution cannot be reached, and the matter is viewed as significant to the successful operation of the committee, the committee can appoint an independent mediator to assist to resolve the issues or assist the parties / Committee to reach consensus.

Meetings

- There will be a minimum of eighteen (18) meetings over the 18 month period.

- Times and dates of meetings of the Committee shall be at the discretion of the Committee.

- Meetings will commence and conclude on time.

- Council Officers will support the Chair by undertaking administrative duties such as setting meeting dates and locations, agenda, minutes, correspondence and reports.

- Where practicable, the agenda, reports and documents that relate to the committee and minutes of the previous meeting, will be forwarded to members at least five working days prior to meetings.

- Accurate minutes will be kept of each meeting. The minutes of the meetings will be distributed to the committee members for ratification at the next subsequent meeting of the Committee.

- Additional sub-committee meetings, as agreed by members, may be formed to advise the Committee.

Reports

Council Officers will submit Recovery Sub-Committee Reports with advice and recommendations in the form of the Community Recovery Plan and meeting minutes will be reported monthly to Council.

11.0 Requirements of Members

Members are required to:

- Declare any interest, pecuniary interest or conflict of interest.

- Keep informed of current developments, issues and concerns in the local community.

- Have an understanding of and/or experience in the principles of community development.

- Prepare for and actively participate in meetings.

- Act in a courteous manner, respecting others views and opinions. All members should respect the decision of the consensus view as adjudicated by the Chair.

- Treat information with sensitivity.

12.0 Confidentiality

- Members must treat information they receive as confidential, unless otherwise advised, and are expected to comply with the provisions that cover confidential information contained in sections 3 and 125 of the *Local Government Act 2020.*

- Members must not use confidential information other than for the purpose of performing their function as a member of the Committee.

- Documents presented to the Committee will often be in draft format and not suitable for wider distribution. Members have an obligation not to disclose any materials or information that is not available to the public, unless approved by the Chair or a representative of Council.

- All Committee discussions should comply with the requirements under the *Privacy Act 1988* and its principles.

- The failure of a member to comply with the above will result in the termination of their appointment to the Committee.

13.0 Conflicts of Interest

Members must disclose a Conflict of Interest in accordance with the Local Government Act 2020.

In the event of a Conflict of Interest arising the Member:

a. Must disclose the interest and clearly state the nature of the interest at the meeting before the matter is considered.

b. Must leave the room and not participant in any discussion and/or decision.

c. The disclosure must be recorded in the meeting minutes.

14.0 Operations

The Committee has no budgetary responsibilities, decision-making powers or delegated authority but serves to make recommendations for Council's consideration. Members will not publicly comment on behalf of the Committee. Neither will it seek to advocate on the needs of individual organisations.

The Council will provide the necessary support to assist the Committee to function effectively including:

    a.   Maintaining contacts details of members.

    b.   Preparing and distributing agendas and prior reading materials.

    c.   Preparing and distributing meeting minutes.

15.0 Media

- The Chair will represent the view of the Committee and make all public statements. If members of the Committee wish to raise an issue with the media, this should be agreed beforehand at a Committee meeting.

- Members are entitled to make comment on matters in their capacity as a member of another organisation or as private citizens, however, it must be clear that those views are not expressed on behalf of the Committee or Council.

- The Municipal Recovery Manager of Council will be responsible for maintaining a web page on Council's website for the Committee. The web page much include a description of the Committee and its purpose, its membership, the summary of the key actions and agreements from each meeting.

16.0 Evaluation and Review

A review of the role, function, membership and productivity of the Terms of Reference will be conducted after six (6) months or as required to ensure currency, effectiveness and stakeholder engagement.

Council retains the right to:

    a.   Review, amend or alter the operations and membership of this Committee as it deems appropriate and necessary.

    b.   Revoke these Terms of Reference at any time.

Appendix 3   Proposed CRC Revisions to the Terms of Reference

Name:	Community Recovery Committee
Approved by:	Not approved
Date Approved:	N/A
Last reviewed:	N/A

1.0   Background

On Friday 14 October, 2022, residents, businesses and community organisations of Maribyrnong were impacted by a major flood of the Maribyrnong River.

The Maribyrnong City Council, recognising that:

- Recovery from emergencies is most effective when the communities that are directly affected, lead it; and

- Those who are impacted by emergencies are in the best position to understand their communities' priorities for ongoing Recovery;

established the Community Recovery Committee by < s*tatutory basis???*>.

2.0   Purpose

The purpose of the Community Recovery Committee is to begin immediately using the community-led approach under the framework of the National Principles for Disaster Recovery to;

2.1   consult with and help support the Community to create its own authentic, bespoke path towards a successful and sustainable Recovery in real time;

2.2   Produce a Community Led Recovery Plan;

and

2.3   create a partnership with Council to guide, influence and advocate evidenced based deployment of Council resources, funds and Grants (in accordance with the principles of stronger accountability and transparency mechanisms under applicable State and Federal legislation) to support Recovery under 2.1 and 2.2.

3.0   Objectives

The Community Recovery Committee's adoption of the community-led approach guided by the National Principles for Disaster will focus its work to:

3.1   Understand the context – National disaster recovery principle 1;

- To conduct a systematic analysis of the Flood to acquire and record information about the:

  ○ Events and effects of the Flood on members of the Community; and

  ○ impact on the built environment of the Community;

to create an accurate data set to inform all decision-making in connection with the Flood and Recovery data set by the Committee.

3.2   Recognise the complexity – National disaster recovery principle 2:

- To develop a responsive and agile approach to the complex effects of the Flood on the Community taking account of:

  ○ Diverse priorities, needs, wants, values and expectations of both individuals and entities within the Community;

  ○ Immediate and long-term effects on the Community; and

  ○ History, values, dynamics, risks, stressors, vulnerabilities, and strengths noting that the impact on the Community may extend beyond the geographical boundaries where the disaster occurred.

3.3   Coordinate all approaches - National disaster recovery principle 4:

- To develop Recovery strategies for the Community that are coordinated and adaptive between the Community, the Council, civic partners and other stakeholders that:

  ○ Include ongoing assessments of the needs and priorities of the Community;

  ○ Advocate for informed disaster risk reduction through sustainable built environment solutions for Reconstruction; and

  ○ Embody evidence-based, responsible and transparent decision-making principles.

3.4   Communicate effectively - National disaster recovery principle 5:

- To create a trusted and easily accessible Community persona that is distinct from Council that:

  ○ Adopts and applies creative and diverse, communication modes to reach into the broad range of ages, cultural heritage and socio-economic demographics of the Community;

  ○ Gathers and receives information and feedback from the Community including the data set; and

  ○ Keeps the Council, the Community and other partners and stakeholders aware of the Committee's ongoing work.

3.5   Recognise and build capacity – National disaster recovery principle 6:

- To encourage members of the Community to take ownership and build their own Recovery through:

  ○ Sharing and curating current and historical experiences of the Flood and knowledge;

- Working in collaboration with fellow members of the Community and others to develop resources and build social capital through goodwill and bright ideas;

- Participating in Community initiatives, training, education, programs, and activities; and

- Contributions to the Community Led Recovery Plan.

4.0 Definitions

4.1 **Deputy Chairperson** means an alternative delegate, in the absence of the Chairperson.

4.2 **Chairperson** means the person elected by the Committee to Chair

4.3 **Committee** means the Community Recovery Committee.

4.4 **Community** means the community affected by the Maribyrnong Flood on October 14, 2022

4.5 **Community Member** is a member of the Committee who is not a Councillor or a member of Council staff.

4.6 **Council** means Maribyrnong City Council

4.7 **Councillor** means a Councillor of Maribyrnong City Council.

4.8 **Council Officers** means employees of Maribyrnong City Council.

4.9 **Flood** means the Maribyrnong floods of October 14, 2022.

4.10 **Reconstruction** means the medium- and long-term rebuilding and sustainable restoration of resilient critical infrastructures, services, housing, facilities, and livelihoods required for the full functioning of a community, or a society affected by a disaster, aligning with the principles of sustainable development and 'build back better', to avoid or reduced future disaster risk: Australian Institute for Disaster Resilience, https://knowledge.aidr.org.au/glossary/

4.11 **Recovery** means the coordinated process of supporting the Community in Reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing: Australian Institute for Disaster Resilience, https://knowledge.aidr.org.au/glossary/

4.12 **Municipal Recovery Manager** is the person delegated that role under the *Emergency Management Act, 2013*. This role acts as Secretariat to the Committee.

5.0 Role and Responsibilities of Committee Members

The role of the Member is to:

1.1 Support Community Recovery by actions, information and initiatives in accordance with the Objectives under Paragraph 3; and

1.2 Support Council to promote and advocate for the needs of the Community through Recovery and Reconstruction..

6.0   Membership

The Committee will be convened by Council and shall comprise:

- One Councillor

- At least 6 but no more than 10 members of the community who represent the demographics of the Community within the impacted area

- Recovery leads for Social, Economic, Built and Natural Environment Recovery who are senior leaders within Council

- Director Planning and Environment

Recovery Sub-Committees, consisting of the Recovery Leads, together with Council officers and relevant recovery organisations will undertake specific responsibilities to respond to Committee requests and provide advice.

Council staff and other external key stakeholders will attend meetings to present agenda items on an ex-officio basis only for the purpose of providing relevant information and advice on matters being considered by the advisory committee.

7.0   Method of Appointment

Nomination of applications for community member representatives shall be called by public notice in local media, via the Flood Recovery Newsletter and recovery agencies working directly with Community, and will be appointed for a period of eighteen (18) months.

Appointments to the Committee will be recommended to the Director Planning & Environment by a panel, comprising a Council staff member, a community advisor and a representative of Emergency Recovery Victoria, which will assess applicants against the below list of expectations of committee members as stated in application documentation.

Leave may be negotiated and granted to a member in the event that a member needs to arrange a temporary absence. A proxy may be able to be nominated in order to maintain a Committees' representation if required.

The Committee may invite suitably skilled persons to attend a meeting at the request of the Chairperson as a guest speaker.

The role of the guest speaker is temporary and consultative and does not form part of the quorum.

8.0   Induction

A workshop/s will be held to enable Committee members to be inducted into their role. This will provide information on:

a.   the role of the Committee;

b.   the role of Council and councillors;

c.   the role and responsibilities of members of the Committee

d.   Council processes e.g. strategy development, advocacy positions;

e. community led recovery principles;

f. asset based community development;

g. deliberative decision-making processes;

h. local data and priorities; and

i. good governance and grant making

9.0 Expectations of Committee Members

- The Committee will be flexible about multiple non-attendances by members and acknowledges the health and support needs associated with active citizen participation.

- Members should submit any apologies to the Municipal Recovery Manager if they are unable to attend.

- If a member is likely to be absent from at least 4 consecutive meetings and wishes to remain as a member of the Committee, they should request a leave of absence.

- Any such request should be submitted to the Municipal Recovery Manager and will be presented to the Committee for determination.

- The Committee will not unreasonably withhold its approval of a leave of absence request.

10.0 Operating Procedures

Chair

The Chair is responsible for presiding the meeting.

- The Chair will be nominated by the Committee at an induction workshop for all Committee members.

- The Chair will be the public face of the Committee

- The Committee may appoint a Deputy Chair, whose role would be to perform the duties of the Chair if they are absent or unable to perform their duties at a meeting of the Committee.

Quorum

A quorum for the committee will require attendance of a minimum of one Council representative and four community members.

The committee will operate on a consensus basis. Where issues remain unresolved, the Chair will defer the issue to the next meeting. If issues remain unresolved and a solution cannot be reached, and the matter is viewed as significant to the successful operation of the committee, the committee can appoint an independent mediator to assist to resolve the issues or assist the parties / Committee to reach consensus.

Meetings

- There will be a minimum of eighteen (18) meetings over the 18 month period.

- Times and dates of meetings of the Committee shall be at the discretion of the Committee.

- Meetings will commence and conclude on time.

- Council Officers will support the Chair by undertaking administrative duties such as setting meeting dates and locations, agenda, minutes, correspondence and reports.

- Where practicable, the agenda, reports and documents that relate to the committee and minutes of the previous meeting, will be forwarded to members at least five working days prior to meetings.

- Accurate minutes will be kept of each meeting. The minutes of the meetings will be distributed to the committee members for ratification at the next subsequent meeting of the Committee.

- Additional sub-committee meetings, as agreed by members, may be formed to advise the Committee.

Reports

Council Officers will submit Recovery Sub-Committee Reports with advice and recommendations in the form of the Community Recovery Plan and meeting minutes will be reported monthly to Council.

11.0 Requirements of Members

Members are required to:

- Declare any interest, pecuniary interest or conflict of interest.

- Keep informed of current developments, issues and concerns in the local community.

- Have an understanding of and/or experience in the principles of community development.

- Prepare for and actively participate in meetings.

- Act in a courteous manner, respecting others views and opinions. All members should respect the decision of the consensus view as adjudicated by the Chair.

- Treat information with sensitivity.

12.0 Confidentiality

- Members must treat information they receive as confidential, unless otherwise advised, and are expected to comply with the provisions that cover confidential information contained in sections 3 and 125 of the *Local Government Act 2020.*

- Members must not use confidential information other than for the purpose of performing their function as a member of the Committee.

- Documents presented to the Committee will often be in draft format and not suitable for wider distribution. Members have an obligation not to disclose any materials or information that is not available to the public, unless approved by the Chair or a representative of Council.

- All Committee discussions should comply with the requirements under the

- *Privacy Act 1988* and its principles.

- The failure of a member to comply with the above will result in the termination of their appointment to the Committee.

13.0 Conflict of Interest

Members must disclose a Conflict of Interest in accordance with the *Local Government Act 2020*.

In the event of a Conflict of Interest arising the Member:

a. Must disclose the interest and clearly state the nature of the interest at the meeting before the matter is considered.

b. Must leave the room and not participant in any discussion and/or decision.

c. The disclosure must be recorded in the meeting minutes.

14.0 Operations

The Committee has no budgetary responsibilities, decision-making powers or delegated authority but serves to make recommendations for Council's consideration. Members will not publicly comment on behalf of the Committee. Neither will it seek to advocate on the needs of individual organisations.

The Council will provide the necessary support to assist the Committee to function effectively including:

a. Maintaining contacts details of members.

b. Preparing and distributing agendas and prior reading materials.

c. Preparing and distributing meeting minutes.

d. Assisting with administrative support

15.0 Media

- The Chair will represent the view of the Committee and make all public statements. If members of the Committee wish to raise an issue with the media, this should be agreed beforehand at a Committee meeting.

- Members are entitled to make comment on matters in their capacity as a member of another organisation or as private citizens, however, it must be clear that those views are not expressed on behalf of the Committee or Council.

- The Committee will establish a social media presence distinct from the Council. Such social media will include a description of the Committee and its purpose, its membership, the summary of the key actions and agreements from each meeting and initiatives of the Committee.

- The Council through the Municipal Recovery Manager of Council will be responsible for maintaining and coordinating information arising from the Committee on Council's website. Committee.

16.0 Evaluation and Review

A review of the role, function, membership and productivity of the Terms of Reference will be conducted after six (6) months or as required to ensure currency, effectiveness and stakeholder engagement.

Council retains the right to:

a. Review, amend or alter the operations and membership of this Committee as it deems appropriate and necessary.

b. Revoke these Terms of Reference at any time.

Appendix 4   Guidance for Terms of Reference Review

Information was provided to Council to prompt discussion and options while the CRC revised the Committee's Terms of Reference. This is included below.

Introduction

The material below has been adapted from the existing Maribyrnong City Council structure for Advisory Committees, adapting as appropriate for Community Recovery Committee purposes. Previous wording is included as examples and to prompt discussion.

This document should be adapted, adopted, and used as appropriate and agreed by the Community Recovery Committee. This will support and aid understanding, definitions, and intent across the Committee.

The guidance below is predominantly sourced from the following:

- *Terms of Reference and Governance Guidance – Taskforce Toolkit*, Australian Public Service Commission (APSC) https://www.apsc.gov.au/initiatives-and-programs/aps-mobility-framework/taskforce-toolkit

- *Community Recovery Toolkit*, Emergency Recovery Victoria https://www.vic.gov.au/community-recovery-toolkit-0

- General Regional Community Recovery Committee Terms of Reference, Yarra Ranges Shire Council

- Terms of Reference Advisory Committee Template, Maribyrnong City Council

- Terms of Reference Community Recovery Committee (Versions 1 & 2), Maribyrnong City Council.

The term 'Community-Led Recovery' has been changed in this document to 'Community-Centred Recovery' to avoid the misunderstandings that surround that term, and to recognise the clear intent for the creation of this committee.

Name:	Maribyrnong Community Recovery Committee – October 2022 Flood event
Approved by:	Council
Date Approved:	00 Month 0000
Last reviewed:	00 Month 0000
Next Review Date:	00 Month 0000 (review date as per Section XX below)
Version:	X.X
Contact Officer:	Coordinator Emergency Management

1.0   Introduction and background

Why is the committee in place? What problem is the committee here to solve?

- Basic facts about the flood event occurrence.

- What were the localised but severe impacts?

- What impact did the flood event have? What was disrupted, and what are the ongoing implications? Here, you could consider each of the Built, Economic, Natural, and Social Recovery environments.

Statement regarding commitment of Maribyrnong City Council to ongoing Community-centred Recovery processes and the Principles of Recovery.

2.0   Purpose and scope

This section should seek to respond to the following:

- What is the committee in place to achieve?

- What are the key deliverables?

- Are there timeframes that need to be taken into account?

- What is the limit of its responsibility?

- What authority does the committee have to use and expend public resources?

The following paragraph was used in both previous versions of the Terms of Reference:

> *The Committee has no budgetary responsibilities, decision-making powers or delegated authority but serves to make recommendations for Council's consideration. Members will not publicly comment on behalf of the Committee. Neither will it seek to advocate on the needs of individual organisations.*

2.1   Authorising Environment

Describe the context which permits the committee to make decisions and act upon them

- To whom does the committee report?

- What authority does the committee have to operate?

3.0   Objectives

For the work of this committee:

- What are the outputs?

- What are the outcomes and benefits?

4.0 Definitions

The terms below were used in previous versions of the Terms of Reference. Are any additional terms required?

Deputy Chairperson	*Councillor*
Chairperson	*Council Officers*
Committee	*Flood*
Community	*Reconstruction*
Community Member	*Recovery*
Council	*Municipal Recovery Manager*

5.0 Membership

5.1 Committee composition

Describe the make-up of the Committee:

- How is the committee to be structured?

- Will there be an independent facilitator, and will that person hold the role of Chair? Ensure that the remaining references to the Chair or Chairperson are consistent throughout the document.

- What attributes, across the group, should:
  - the chairperson have?
  - the committee members have?

- What responsibilities / roles should the Council Officers have?

5.2 Method of Appointment

How are committee members to be nominated, selected, and appointed?

- Consider:
  - the community members
  - the Council Officers
  - the chairperson.

- What is a preference in member selection, and what is a 'must have'?

- How will Council be notified of committee appointments?

- What are the proxy arrangements for any member of the Committee?

5.3 Term of Appointment

For how long are the following committee members to be appointed?

- the community members

- the council officers

- the chairperson.

At what point will renewal of membership take place?

What are the procedures for induction if a committee member resigns and another is appointed during the life of the committee?

6.0   Governance Arrangements

6.1   Induction and Training

How will committee members learn and be refreshed about the purpose, roles, and principles upon which the work of the committee is to be based?

The following statement was used in previous versions of the Terms of Reference:

> *A workshop(s) will be held to enable Committee members to be inducted into their role. This will provide information on:*
>
> - *the role of the Committee;*
>
> - *the role of Council and councillors;*
>
> - *the role and responsibilities of members of the Committee*
>
> - *Council processes e.g. strategy development, advocacy positions;*
>
> - *community led recovery principles;*
>
> - *asset based community development;*
>
> - *deliberative decision-making processes;*
>
> - *local data and priorities; and*
>
> - *good governance and grant making.*

6.2   Chairperson

Considering the job that the Chair is there to do:

- What is the role of the Chairperson, and what responsibility do they have?

- What is the procedure if the Chairperson cannot attend a meeting?

6.3   Attendance and Quorum

How many, and what categories of, members should be in attendance for the committee to make decisions?

What is the minimum attendance for decision-making for each of:

- Community members

- Council officers?

What happens if a committee member cannot attend meetings?

The following statement is taken from an external set of Terms of Reference:

> *No formal business shall be conducted by the Committee unless a quorum exists. If a quorum is not present, the meeting Chairperson may decide that the Committee meet for discussion only.*

6.4   Meeting Procedures

What are the 'must haves' for committee meetings?

- How often will the committee meet?

- When will meetings be scheduled?

- How will secretariat duties be performed, and by whom? Refer to section 9.0 of this document.

- When will minutes be ratified?

- When can / should meetings be cancelled or additional meetings be held?

- How will decisions be made, and issues be resolved?

The following statement was used in previous versions of the Terms of Reference:

> *The committee will operate on a consensus basis. Where issues remain unresolved, the Chair will defer the issue to the next meeting. If issues remain unresolved and a solution cannot be reached, and the matter is viewed as significant to the successful operation of the committee, the committee can appoint an independent mediator to assist to resolve the issues or assist the parties / Committee to reach consensus.*

7.0   Confidentiality

How is information to be treated? What is the status of committee documents?

How will committee members be made aware of the confidentiality requirements of the Local Government Act and the Privacy Acts?

The following statement was used in previous versions of the Terms of Reference:

- *Members must treat information they receive as confidential, unless otherwise advised, and are expected to comply with the provisions that cover confidential information contained in sections 3 and 125 of the Local Government Act 2020.*

- *Members must not use confidential information other than for the purpose of performing their function as a member of the Committee.*

- *Documents presented to the Committee will often be in draft format and not suitable for wider distribution. Members have an obligation not to disclose any materials or information that is not available to the public, unless approved by the Chair or a representative of Council.*

- *All Committee discussions should comply with the requirements under the Privacy Act 1988 and its principles.*

- *The failure of a member to comply with the above will result in the termination of their appointment to the Committee.*

8.0   Conduct of Committee members

This section is included here to underline the requirements for respectful Committee interaction. It should also be recognised that some discussion content regarding the flood event may potentially be personally impactful while Committee conducts its business. It should be a decision of the committee as to whether something is included here.

The Council's Code of Conduct may provide useful wording.

The statements below are taken from an external[13] set of Terms of Reference.

- *When acting in their capacity as a member of the Committee, all members will refrain from discriminating, harassing or bullying other people and using offensive language.*

- *In performing their role, a committee member must:*

    o *act honestly;*

    o *exercise reasonable care and diligence;*

    o *not make improper use of their position; and*

    o *not make improper use of the information acquired because of their position.*

The failure of a member to comply with either paragraph above will result in the termination of their appointment to the Committee.

Committee members will also have regard to the principles of health and safety and must ensure that they contribute to the notion of a healthy and safe workplace.

8.1   Conflict of Interest

What are the procedures when decisions are made about procurement of goods or service provision, or where any other conflict of interest arises?

The following statement was used in previous versions of the Terms of Reference:

Members must disclose a Conflict of Interest in accordance with the Local Government Act 2020.

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[13] https://hdp-au-prod-app-yarra-shaperanges-files.s3.ap-southeast-2.amazonaws.com/3316/3169/1083/TEMPLATE_Terms_of_Reference_-_Regional_Community_Recovery_Committees.pdf

In the event of a Conflict of Interest arising the Member:

a. *Must disclose the interest and clearly state the nature of the interest at the meeting before the matter is considered.*

b. *Must leave the room and not participant in any discussion and/or decision.*

c. *The disclosure must be recorded in the meeting minutes.*

9.0   Administrative Arrangements

9.1   Meeting arrangements and documents

Clear guidance for the conduct of meetings, and preparation and handling of documents will assist in setting expectations and provide an environment for more collaborative discussions during the meetings.

- Who will notify members of the meeting details – time, location etc?
- What items should appear on each agenda?
- How will additional agenda items be determined?
- When will the agenda be circulated?
- When will the minutes be circulated?

The following statement was used in previous versions of the Terms of Reference:

The Council will provide the necessary support to assist the Committee to function effectively including:

a. *Maintaining contacts details of members.*

b. *Preparing and distributing agendas and prior reading materials.*

c. *Preparing and distributing meeting minutes.*

9.2   Committee Reporting

Reports for a variety of reasons, and in various forms, will need to be prepared.

- What reports are to be prepared?
- How will they be prepared, and by whom?
- To whom are they presented?
- When are reports to be prepared?

10.0 Media

Who should make statements to the media about the committee's work? How is public information to be published and circulated?

The following statements were used in previous versions of the Terms of Reference. The last three dot points are points of difference between Versions 1 and 2.

- *The Chair will represent the view of the Committee and make all public statements. If members of the Committee wish to raise an issue with the media, this should be agreed beforehand at a Committee meeting.*

- *Members are entitled to make comment on matters in their capacity as a member of another organisation or as private citizens, however, it must be clear that those views are not expressed on behalf of the Committee or Council.*

- *The Municipal Recovery Manager of Council will be responsible for maintaining a web page on Council's website for the Committee. The web page much include a description of the Committee and its purpose, its membership, the summary of the key actions and agreements from each meeting.*

- *The Committee will establish a social media presence distinct from the Council. Such social media will include a description of the Committee and its purpose, its membership, the summary of the key actions and agreements from each meeting and initiatives of the Committee.*

- *The Council through the Municipal Recovery Manager of Council will be responsible for maintaining and coordinating information arising from the Committee on Council's website. Committee.*

11.0 Review

A scheduled review provides an opportunity to refresh people, approach, and objectives of the work. It can also offer an opportunity for committee members to 'honourably' depart from the committee.

- For how long are these Terms of Reference valid?

- When will they be reviewed?

- The following statements were used in previous versions of the Terms of Reference:

  A review of the role, function, membership and productivity of the Terms of Reference will be conducted after six (6) months or as required to ensure currency, effectiveness and stakeholder engagement.

  Council retains the right to:

  a. *Review, amend or alter the operations and membership of this Committee as it deems appropriate and necessary.*

  b. *Revoke these Terms of Reference at any time.*

12.0 Closure and handover

This section is not included in other Terms of Reference for Community Recovery Committees reviewed for this project. Closure and handover processes, however, are well-recognised for these committees.

The points below are selected from the APSC Taskforce Toolkit.

Note that the language beneath the 'Finance' and 'Records management and documentation' sections strongly references APSC terms, but the principles will remain the same, and can be readily adapted to suit Council and partner agency requirements.

From the Toolkit:

> *To ensure the taskforce achieves its intended outcome, planning for implementation and handover is as important as determining scope and should be done early on in the taskforce lifecycle.*
>
> *Effective records management will ensure the work of the taskforce – including reasons for decisions – is captured in a meaningful format once it has concluded.*
>
> *The closure of a taskforce is equally as important as its set up; it's important to allow time for the handover as well as wrapping up activities.*
>
> *Have a dedicated wrap-up plan, and set aside at least a week at the end of the taskforce to tie up all loose ends and provide a comprehensive handover.*
>
> *Keep comprehensive records throughout the taskforce, especially for decisions made – this will streamline the handover process.*
>
> *Engage with corporate areas early to schedule the closure of administration supports (e.g. IT access, accommodation, finance)*
>
> *Ensure any further requirements for audit and briefing purposes can be easily met.*
>
> ***Finance***
>
> *Pay all outstanding invoices.*
>
> *Where costs will continue to accrue, advise nominated policy contact officer or the agency's financial management area.*
>
> ***Records management and documentation***
>
> *Ensure all records have been filed in accordance with the host agency's records management policies.*
>
> *Ensure all briefs and correspondence have been appropriately actioned and filed on the hosting agency's parliamentary workflow system.*
>
> *Close finished files or transfer active files to the relevant policy contact officer.*
>
> *Suggested subheadings in this section are:*

12.1 Finance

12.2 Records management and documentation

12.3 IT and associated items and processes

Appendix 5   Interview and Survey Questions

Interview Questions

Changing and evolving landscape

1. Is the CRC still fit for purpose? How so?

2. What has changed in the community context since the committee formed and since the TOR review last year?

3. How have the people and organisations involved changed in the last year? Have some become more or less prominent?

4. The main groups involved in decision making in the recovery are: the CRC; State Government – through, for example, ERV, DJDTR, EMV; statutory and other bodies such as Melbourne Water, CoHealth, and Aust Red Cross; and Council. How do you think the levels of trust are between the groups?

Your experience

5. How would you describe the outcomes of the work to date?

6. Have your expectations been matched by your experiences on the committee?

7. How are you managing your own stress / burnout?

Moving forward

8. How long do you think the committee needs to continue? Or, how will you know when the CRC's work is done?

9. What does the move from recovery to ongoing resilience look like? What should be the 'new normal'?

10. What parts of the CRC's work should be retained when the committee hands over to BAU?

Survey Questions

1. Why did you choose to join the committee?

2. What do you believe is the role of the committee?

3. How do/did you see your role on the committee?

4. Do you feel you represent a section of the community?

5. Is there representation missing from the CRC?

6. How would you describe the achievements of the work to date?

7. How would you describe the culture of the committee and how it works/worked together?

8. From the standpoint of 'now', what do you believe are the short, medium, and long-term needs for the community?

9. What do you see as the priorities for:

   - Your own recovery?

- Your community's recovery?

10. Overall:

- What is working well?

- What needs to be improved?

- What issues need to be monitored moving ahead?

Appendix 6   Interview and Survey participants

Community Members

Current CRC Members

Former CRC Members

Council Staff

Chief Executive Officer

Director Communities

Director Planning and Environment Services

Manager Governance

Coordinator Emergency Management

Senior Community Resilience Officer

Community Flood Recovery Officer

Chair Social Recovery Sub-Committee

Other

Independent advisor

Appendix 7   Other councils contacted

Contacts

Victoria

- Emergency Recovery Victoria

- Hume City Council

- Yarra Ranges Shire Council

- Macedon Ranges Shire Council

New South Wales

- Lismore City Council

Queensland

- Brisbane City Council

Terms of Reference

Terms of Reference examples were obtained from:

- Yarra Ranges Shire Council

- Hume City Council

- Loddon Mallee Regional Recovery Committee

- Mallacoota Community Led Recovery Plan

- Queensland State Government Recovery Arrangements

- Australian Public Service Commission