



# RECOVERY ORGANIZATION

MUNICIPAL RECOVERY PLAN TOOLKIT

**GUIDE 2**



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# Introduction

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The need to identify and assess hazards, risks and vulnerabilities within a municipality is typically understood and embraced as the cornerstone of sound emergency management preparedness and mitigation. The information garnered from such an assessment is often used to prepare and train for an effective and timely emergency response.



As discussed in Guide 1, what is not well understood is the similar value of planning for a disaster recovery operation in advance of an emergency that exceeds the capacity of first responders and evolves into a disaster or catastrophe at the community level.

This guide further underscores the rationale and value of a pre-disaster recovery contingency plan (PDR Contingency Plan). A PDR Contingency Plan provides clarity at the municipal level to fundamental questions such as why, what, where, when, who, and how disaster recovery will unfold.

This guide, the Recovery Organization, focuses on who is responsible for delivering the many components of disaster recovery, with an emphasis on municipalities in Alberta. It provides an overview of the relative roles and responsibilities by stakeholder for disaster recovery operations, the relationships between the numerous stakeholders involved in recovery, the factors to be considered in the organizational design of a recovery organization, examples of recovery organizations, and advice to those responsible for delivery. It also examines aspects of how disaster recovery can be implemented at the municipal level.

# Intent & Desired Outcomes

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### INTENT

The intent of this guide is to provide elected officials and key municipal leaders within the Province of Alberta relevant information; enabling them to consider, decide, create, and employ an effective recovery organization that supports a disaster recovery plan for their community.

### DESIRED OUTCOMES

Readers of this module will understand the following:

- The differences between a theoretical recovery organization designed to support a PDR Contingency Plan and that of a recovery organization tailored to support a disaster-specific recovery plan (DSRP) which is flexed or tailored from the PDR Contingency Plan during the response phase
- The relative roles and interplay of elected officials, public servants, residents, NGOs, and stakeholders
- The factors that affect the type of recovery organization suited to a municipality's circumstances
- The broad choices for design of a recovery organization
- The tasks, skills, and knowledge relevant to key positions within a recovery organization
- The relationships between a municipal recovery organization and the numerous stakeholders including:
  - *Elected Officials*
  - *Committees of Council*
  - *Advisory committees*
  - *Municipal employees*
  - *Provincial employees*
  - *NGO committees*
  - *Volunteers*

Readers will be able to:



### CONSIDER

a design supporting municipal disaster recovery organization that reflects the context of their community as part of the drafting of a PDR Contingency Plan



### REVIEW

a draft municipal DSRP during the response phase of a disaster, noting the specific functional needs



### DESIGN

an effective recovery organization that will commence delivery of a DSRP within the context of their jurisdiction

# Setting the Stage

*"Begin with the end in mind."*

- Stephen Covey, 2004

Even as first responders work to ensure the safety of their residents, protect property and the environment, while simultaneously mitigating the impact of a disaster on the local economy, the realities behind the immense challenge of recovering from a disaster or catastrophe begins to emerge. Rapid Damage Assessments begin to pour in while key leaders, often with limited experience or time to weigh the relevant factors associated with disaster recovery, are faced with a multitude of decisions and an obligation to chart a clear path forward.

The above underscores the value of a PDR Contingency Plan. It can be activated early in the response phase based on established criteria and tailored to meet the challenges of the disaster at hand. The PDR Contingency Plan, and its supporting disaster recovery organizational chart, provide much needed structure and role clarity for decision-makers and stakeholders in the early days of community recovery. It mitigates the risk of well-meaning personnel working independently, reduces duplication of effort, unwise spending and key decisions made without consideration of the long-term impact on the community's desired end-state.

The end-state, or desired outcomes, need to be considered to not only successfully prioritize, fund, and deliver the recovery projects, but also to design, staff, and reduce allocated recovery staff as key milestones are met. The presence of an active, permanent recovery organization implies a community that has yet to fully recover from a disaster. Simply stated, if you have achieved the recovery end-state, there should be no need for an active recovery organization. Thus, when designing and building a municipal disaster recovery organization, consider why, when, and how the structure will fade to black.



## Stakeholders

In the context of disaster recovery, ‘stakeholders’ are people who may either influence or affect the outcomes of the recovery operation, or conversely, are themselves affected by the outcome of the recovery. From this definition, the stakeholders make up a large, potentially segmented group that is somewhat correlated based on the scale and geographical magnitude of the disaster.

A core disaster recovery organization is typically comprised of municipal public servants and bolstered by private sector specialists, other orders of government, Non-Governmental Organizations (NGO) networks, and community-based networks. All key recovery policies, and any new or amended legislation, are normally approved by relevant elected officials. Leadership in disaster recovery is shared amongst many including:

- Elected officials
- Public-sector personnel
- Indigenous peoples
- Residents
- Local businesses
- Industry
- Volunteers
- Non-Governmental Organizations
- The social profit sector
- The non-profit sector

Mature, strong relationships amongst this relatively diverse group and the need for common understanding and collaborative action are key factors for a successful disaster recovery.

Without relationships, communication is difficult. Without communication, ideas are not easily exchanged. It is this sharing of ideas, and the merging of multiple perspectives, that enable communities to navigate the complexity associated with disaster recovery. Thus, healthy pre-disaster relationships will increase a community’s ability to withstand a disaster and to recover from it efficiently. Relationships are a significant component of a community’s resilience and their collective ability to adapt to unusual circumstances.

A broad understanding of the stakeholders involved in disaster recovery is useful when considering how best to incorporate or integrate their efforts into the overall recovery plan. The following describes the various stakeholders from two levels – broad and community based - and provides insight on their roles and, in some instances, their expectations.

### BROAD STAKEHOLDERS

#### The Government of Canada

Canada’s public safety system is a decentralized model with responsibilities shared across a broad range of governments and organizations, extending down to individual citizens. The Emergency Management Act outlines the role of government

departments in emergency management (Government of Canada, 2007).

Public Safety Canada (PSC), in concert with counterparts at the provincial and territorial level, establishes key policies governing emergency management within this public safety system. PSC is also responsible for coordinating actions and assistance in the field of emergency management to the federal, territorial and provincial governments. The department plays a critical role in:

- Establishing legislative authorities
- The provision of financial support consistent with the Disaster Financial Assistance Arrangement to eligible Provinces and Territories
- Coordinating the provision of direct aid via federal departments such as National Defense at the specific request of a Province or Territory through issuance of a Request for Assistance (RFA)

The governance structure depicted within Figure 1, on the following page, coordinates the efforts of the many elected officials and senior public servants who are responsible for both emergency management and the related component of disaster risk reduction in Canada. The term FPT refers to Federal – Provincial – Territorial. It reflects the multi-level, composition of this governance structure (figure on the following page).

This governance model encompasses disaster recovery under the overarching rubric of emergency management. It should be noted that municipal governments do not directly interact with this FPT forum. Rather, their needs are assessed, communicated, and championed at the provincial and territorial level on a standing basis.

From the perspective of a municipality, it is important to remember that federal financial assistance in times of disaster are typically governed by the Disaster Financial Assistance Arrangements between the Government of Canada and the impacted provinces or territories. Generally speaking, the federal programs for emergency management are not pointed at municipalities, but rather at the provinces and territories.

In addition to the established structures and departments within the federal government, in times of crisis, a disaster-specific federal task force may be established to act as the focal point with the impacted provinces and territories. In this instance, municipalities may have an opportunity to interact directly with the federal ministers and key civil servants who form part of the federal task force.

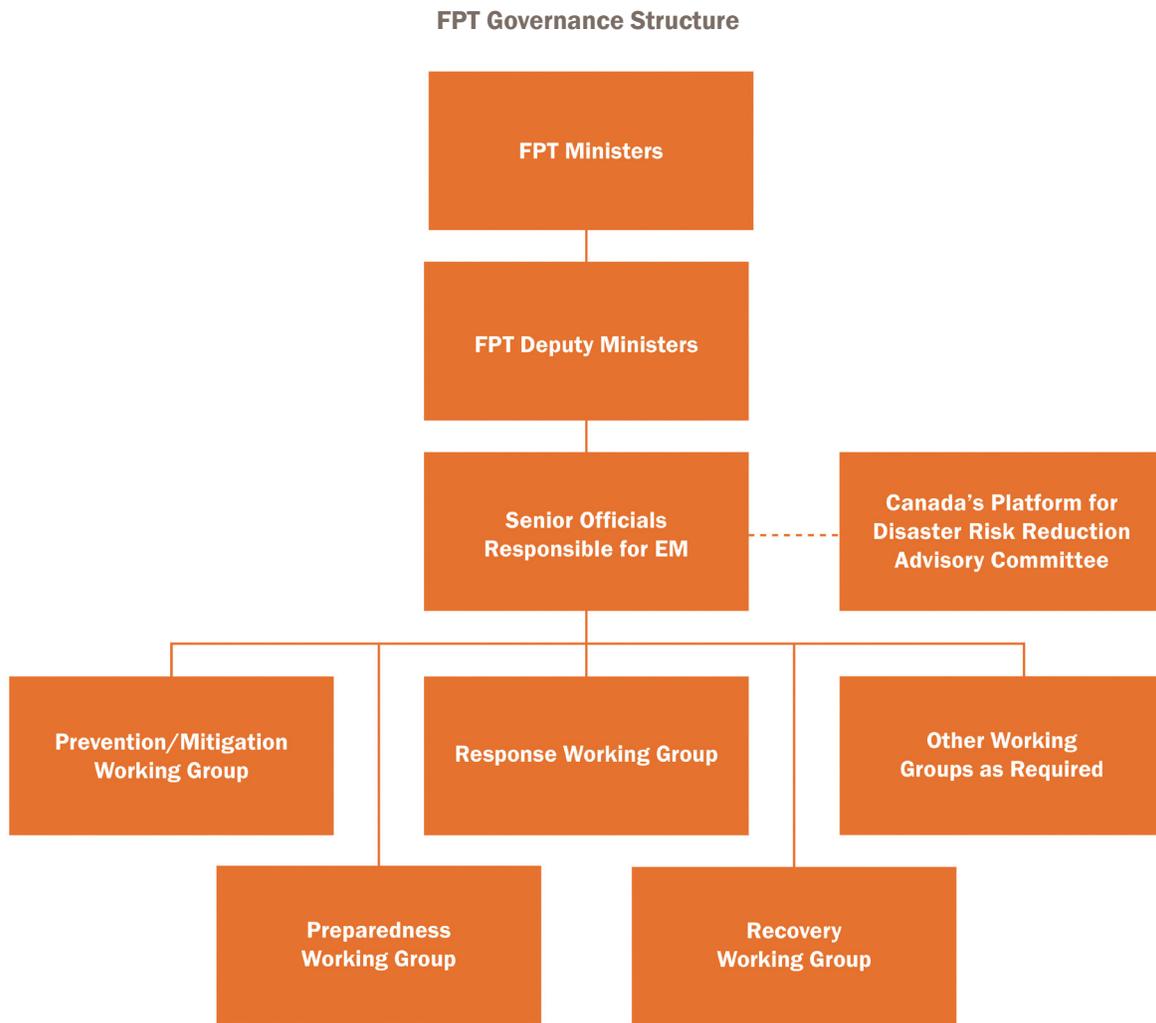


Figure 1: The working groups identified in the above diagram may be stood-up or stood-down by SOREM as needed to address priorities (Emergency Management Policy and Outreach Directorate, 2017).

This can be a powerful opportunity for municipalities to:

- Inform the federal government of their reality post-disaster; and
- Influence the degree of support for disaster recovery.
- They should anticipate the Government of Alberta will maintain and exercise their vested interest in any such direct discussion. That said, municipal needs that are fully aligned with provincial needs may best be communicated to the federal government using joint, synchronized engagement with the federal task force by the impacted municipality and the province.

**First Nations and Métis**

Like all residents of Canada, First Nations and Métis face the risks associated with disasters or catastrophes. However, their emergency management functions and governance vary by location and don't necessarily align with those of adjacent municipalities or the provinces and territories in Canada.

This recovery guide is not intended to fully explore the differences between the municipalities and First Nations and Métis, but the reader should be aware that Indigenous Services Canada (ISC), and Health Canada will play a direct role with First Nations in the field of emergency management.

Of note, ISC has an agreement with the Province of Alberta for emergency management on reserves stating that the Government of Alberta will deliver services in an emergency and may provide financial support to First Nations for disaster recovery efforts. Within the Alberta Emergency Management Agency (AEMA), field officers provided in agreement with ISC are located across the province and can assist with the delivery of services to First Nations on reserves.

**The Government of Alberta**

Unfortunately, Albertans and their government have extensive, contemporary experience with disaster recovery operations. In the five-year period from 2011 to 2016, three significant natural

## SECTION 1: SETTING THE STAGE

disasters occurred, all necessitating a lengthy, complex recovery operation. They were:

- The 2011 Slave Lake Wildland Urban Interface (WUI) Fire (Flattop Complex Wildfire)
- The 2013 Southern Alberta overland floods
- The 2016 Wood Buffalo Wildland Urban Interface Fire (Horse River Wildfire)

Following the 2011 Slave Lake WUI fire, the provincial government established an inter-departmental task force with ministerial representation to act as the one-window to government and provide direct support to the impacted region. This task force worked with the newly created Tri-Council (M.D. 124, Sawridge FN, and the Town of Slave Lake) to support the long-term recovery of the region. Over time, this task force was reduced in size and eventually dissolved as the scope of the recovery diminished.

In 2013, a similar approach was used by the provincial government to plan, coordinate, and deliver support to the numerous citizens and communities impacted by the extensive overland flooding. This task force was also dissolved over time, with the line departments assuming full responsibility for coordination of all remaining support to disaster recovery operations in Southern Alberta.

Once again, in the spring of 2016, the Province of Alberta established a cross-departmental task force to act as the focal point for support to the Regional Municipality of Wood Buffalo as they recovered from the devastating WUI of May 2016.

Thus, there exists a pattern in Alberta of establishing a provincial cross-departmental task force to support recovery of those municipalities impacted by significant disasters. The consideration of such an approach is reflected in the province's public safety governance model that was crafted in 2010/2011 and has been subsequently used to guide risk-based, decision-making in the domain of emergency management.

It is important for municipalities to understand who is responsible to recommend policies related to disaster recovery post-event. The task force model centralizes much of the responsibility for policy and planning advice and can influence spending beyond the normal scope of a disaster recovery program. The task force can streamline and expedite action thanks to their relatively direct access to key elected official and decision makers.

The scale and consequences of a disaster matter.

Localized events, although overwhelming to some may not be far-reaching enough to result in the establishment of a provincial recovery task force. In these cases, municipalities may interact directly with AEMA Field Officers, disaster recovery personnel and numerous line departments, or they may connect with a single, composite provincial recovery task force. To understand the context for a municipality conducting disaster recovery within Alberta refer to Appendix 1.

### The Media

Disasters make for great headlines; rest assured, a community's recovery story will be told. To remain silent is to invite someone else to not only tell your story, but to create it. Disasters are typically reported on in real-time during the response phase, and as in-depth vignettes or human-interest stories during long-term recovery.

When considering the broad stakeholders profiled in this guide, understand that few have the reach of the media due to their multiple channels, 24-hour daily reporting, and global connectivity. Ignoring their interest in your community's recovery will risk inaccurate reporting of your reality.

The media's influence can affect the trajectory of a municipality's disaster recovery. Consider embracing the media as a platform for informing your residents, rebuilding your community, and profiling needed support for your recovery.



## *"All politics is local."*

- A disputed quote often attributed to Tip O'Neill

### COMMUNITY LEVEL STAKEHOLDERS

#### Locally Elected Officials

As previously noted, Canada's public safety system is predicated on shared responsibilities amongst, federal, provincial, territorial, and municipal governments, as well as the citizens of the nation (Emergency Management Policy and Outreach Directorate, 2017). All have a role to play, but none are as close to the aftermath of a disaster as those elected officials at the municipal level. Councillors can't distance themselves from their affected constituents, as they live and work amongst them daily.

Within Alberta, municipalities are governed by the Municipal Government Act, or MGA. The MGA defines the purposes of municipalities as:

- "To provide good government
- To foster the well-being of the environment
- To provide services, facilities or other things, that in the opinion of council, are necessary or desirable for all or a part of the municipality
- To develop safe and viable communities (Government of Alberta, 2017a)"

Furthermore, the MGA recognizes that Council is "the governing body of the municipal corporation and the custodian of its legislative powers. Councilors exercise the powers of the municipality through decisions made at council meetings and define the policies and direction that municipal administration will put into action (Government of Alberta, 2017a)."

Within Alberta councilors have specified duties under Section 153 of the Municipal Government Act. They are:

- "To consider the welfare and interests of the municipality as a whole and, to bring to Council's attention anything that would promote the welfare or interests of the municipality
- To participate generally in developing and evaluating the policies and programs of the municipality
- To participate in Council meetings and Council committee meetings and meetings of other bodies to which they are appointed by the Council
- To obtain information about the operation or administration

of the municipality from the Chief Administrative Officer (City Manager)

- To keep in confidence matters discussed in private at a Council meeting until discussed at a meeting held in public
- To perform any other duty or function imposed on Councillors by this or any other enactment or by the Council (Government of Alberta, 2017a)."

The above illustrates the Mayor and Council's obligation to decide on key policies for all aspects of municipal governance, including emergency management and disaster recovery. It also highlights the need for leadership by elected officials over a protracted, often tumultuous, recovery period.

Worth noting, no municipality is static; all change and evolve over time due to various forces. Notwithstanding the need for effective governance during disaster recovery, it should be remembered that municipalities face dynamic pressures as a direct result of:

- Economic changes
- Population growth or decline
- Changing citizen expectations

Thus, municipal organizations and plans designed pre-disaster to support recovery operations may not hold the same degree of relevance in the moment. Their structure may no longer fit the strategy of the municipality as it evolved over time due to the pressures noted above (Alberta Association of Municipal Districts and Counties, 2015). Therefore, municipalities are encouraged to identify and list their planning assumptions when preparing a PDR Contingency Plan and to test their validity when drafting a DSRP.

Despite the constant change, clarity of purpose, common understanding, and a unifying vision of the municipality's desired recovery outcomes, can assist elected officials in surmounting the immense workload and, potentially, the conflicting desires of their constituents. Recovery requires compromise to ensure momentum, focus on the whole of community and the need for increased long-term resilience, when deciding on key policies and recovery initiatives.

#### Committees of Council

Committees of Council are a tool for municipal governments.

*"The...hand of government can never replace the helping hand of a neighbor."*

- Hubert H. Humphrey

They broaden input from the public, invite shared ownership of policy solutions, focus the effort of elected officials, and connect them to their constituents. In the context of disaster recovery, a Committee of Council is a trade-off between:

- Increased public collaboration and potential policy agility, and
- The Mayor and Council exercising direct leadership on all matters related to the community's disaster recovery

If a Committee of Council is being considered as a governance tool for the community's disaster recovery, the following should be assessed when building the Committee:

- Has a clear mandate (why does it exist?)
- Does not conflict with an existing standing committee (as a minimum review the existing emergency management bylaws)
- Appointed members of the public are allowed to provide meaningful input that actually shape policy recommendations to Mayor and Council (Cuff, 2014, p. 128)
- Has a sunset clause (when should it be dissolved?)
- Seeks transparent, open access to residents for policy deliberations

### **The Residents**

Municipal residents are the backdrop to all disasters; they form the community, own and operate local businesses, own freehold property, raise families, work, pay taxes, and elect the local government. Generally speaking, they accept and abide by the approved laws, ensuring their individual actions do not harm the collective community. In return, they expect to be informed of potential dangers and, to the extent possible, kept safe from harm. In effect, they enter a social contract with their duly-elected government.

Accepting the above, one of the risks associated with a disaster is the potential erosion of trust between residents and their government. Residents impacted by a disaster may directly question their government as to how the disaster could have occurred and why they were not warned or protected. Individual and collective confidence in government amongst residents can wane or falter following a disaster, and this needs to be understood and addressed by both elected officials and key public servants (O'Hara & Ebrary, 2004).

A recovery organization should maintain strong connections with residents; interacting with and gauging their collective confidence

to ensure decisions and actions in recovery do not inadvertently distance the government of the day from their constituents. The residents are key to disaster recovery as they form the fabric of the community, and when informed, engaged, coordinated, enabled, inspired, and led, can move a community from despair to hope. Ignoring, or failing to connect with residents, will undermine or negate disaster recovery efforts.

### **Municipal Staff**

Municipal staff are vested in the long-term well-being of their community. They understand the origin and evolution of policies and often have key relationships with provincial counterparts who influence policy decisions related to disaster recovery. In some instances, they will have experience and ability to lead a community-level disaster recovery, and in others they will be ill-suited to plan or lead such an endeavor.

Their knowledge of local utilities, capital plans, the operating budget, staff strengths (and weaknesses), the regulatory environment, and more will be valuable, and their long-term corporate memory of the community's government should be leveraged in the design and implementation of the recovery organization.

Municipal staff can often form the core of a community's recovery organization, provide necessary leadership, and develop new, emerging policies in support of desired outcomes. However, it is important to understand that they typically cannot do so while simultaneously delivering unchanged expectations for 'business as usual' programs and services.

When designing a recovery organization consider the following with respect to municipal employees:

- Leverage their local knowledge
- Maximize the value of their community relationships
- Profile capable, motivated leaders desirous of rebuilding their community
- Protect them from fatigue and potential burnout associated with double hatting
- Capitalize on their relationships with provincial counterparts to influence favourable policy decisions

Municipal employees represent continuity within government. They know the origin and evolution of key policies.

- Seek opportunities to mentor and grow local expertise in disaster recovery
- Buffer them from unwarranted or overly aggressive interactions with the affected populace
- Use local procurement expertise when able
- Have a plan for their future employment – think about the subsequent employment for the recovery organization

### The Business Community

During long-term disaster recovery, businesses face significant challenges. Unsurprisingly, they may also be presented with business opportunities to assist with the rebuilding of their community. That said, prior to capitalizing on the emerging business opportunities, many must first overcome the challenges of business resumption – often with little or no experience to rely on and possibly inadequate insurance.

If, how, and when the business community recovers, matters. It generally affects the following:

- Contributes to setting the conditions for the residents to return if displaced
- Injects capital back into the economy through hiring
- Provides a sense of normalcy and comfort to the community
- Is indicative of overall resiliency and long-term prospect for community recovery

### Local Businesses

Local businesses will face many challenges, including:

- A decrease or cessation of business
- Difficulty collecting accounts receivable
- Inability to service accounts payable due to the associated cash flow challenges.
- Infrastructure repairs
- Restocking of goods
- Maximizing business resumption insurance (if in place)
- Employee retention
- Coping with combined business and personal impact (their homes and loved ones)

### Utilities

Of importance are those businesses that provide essential services to a municipality in the following areas:

- Water
- Electricity
- Sewer
- Communications, include cellular coverage and internet access
- Landfill operations (Federal Emergency Management Agency, 2017)

These industries can limit the pace of recovery by restricting the ability of residents to safely return to, or live in, their community. It is important to identify, connect, and plan with these entities, not only in the response phase, but also during the recovery phase.

### Industry

Within some municipalities there exists core or key industries that employ a significant portion of the population. If impacted, these industries can have a disproportionate influence on the overall recovery efforts. As the percent of municipal GDP associated with a single industry rises, so too does the need to understand the impact on that specific industry and the community, and how best to support its recovery.

Municipal governments do not act as insurance agents for industry, but they can influence the relative priority of effort from a planning perspective. If deemed appropriate, they can promote connections with other industries and communities that have surmounted similar recovery challenges and lobby other orders of government for extraordinary financial support.

### Educational Institutions

Community recovery entails a return to normalcy. As such, residents will want to live and work in the municipality, and return to the schools, colleges, and educational institutions they previously attended. Any uncertainty associated with the ability to enroll in local schools can impede the return of residents, and so an impact assessment of the disaster on local educational institutions is required. If their capacity is diminished by the disaster, the municipality should work with the various educational institutions to determine how best to expedite their reopening or consider whether localized inter-facility sharing of space is appropriate. The assessment and decisions associated with this aspect of community recovery will normally involve school boards and can potentially include provincial government policy advice and support.

### Non-Governmental Organizations

In 2000, the Alberta NGO Council was created to coordinate and promote like-minded groups donating time and effort in support of Albertans, including Albertans impacted by emergencies

and disasters. The membership of the Alberta NGO Council fluctuates, but typically includes organizations such as:

- The Adventist Development and Relief Association
- Billy Graham Rapid Response Team
- Canadian Red Cross
- Canadian Global Relief
- Mennonite Disaster Service
- Salvation Army
- Samaritan’s Purse
- St. John’s Ambulance and World Renew
- The Alberta Emergency Management Agency and Alberta Human Services participate (as non-voting members)
- These NGOs can deploy during the response phase and offer a variety of services such as:
  - Community needs assessments
  - Emergency food and clothing
  - First aid
  - Grief support/psychological first aid
  - In-kind and financial donations management
  - Home and property clean-up and restoration
  - Support of long-term recovery committees
  - Provision of temporary shelter
  - Repair/building of homes
  - Victim and evacuee identification and location
  - Volunteer management

As can be seen, support to long-term recovery is a capability of many NGOs. In addition to the specific functions described, they receive, allocate, and spend significant monetary donations from Canadian and international donors in support of disaster recovery. This group of stakeholders should be connected to the recovery organization and their efforts within the community should ideally complement the recovery plan efforts of government, residents, and industry.

The municipal recovery organization should connect with NGOs frequently to glean the benefits of understanding their pursuits, their funding capacity, and their desired outcomes. This will help avoid duplication of effort and ensure key recovery objectives are achieved.

**Non-Profit and Voluntary Sectors**

Alberta’s Non-Profit Sector consists of more than 187,000 skilled, full-time staff and is estimated to contribute over \$9.6 billion to the provincial GDP. The established voluntary sector alone comprises over 1.4 million volunteers annually. Obviously,

the combined, collective impact of these sectors on Albertans, including those facing a disaster recovery, is significant.

The combined sectors include nearly 25,000 organizations engaged in a diverse range of activities that reach nearly all Albertans in some capacity. Their interests cover the following domains:

- Social services
- Seniors
- Sports and recreation.
- Environment
- Health
- Education
- Agriculture
- Arts and culture (Government of Alberta, 2017b)

Alberta has an initiative to assist with the coordination of these efforts: The Alberta Non-profit/Voluntary Sector Initiative (ANVSI). ANVSI is a collaboration between the Non-profit/Voluntary Sector (NPVS) and the Government of Alberta (GoA) that creates a space for identifying and solving sector concerns and problems, exploring mutual opportunities, and furthering knowledge and input across the entire structure.

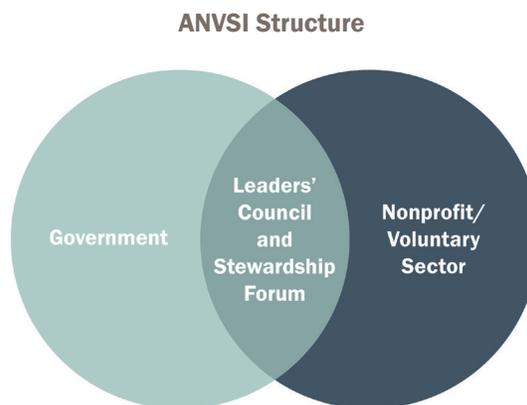


Figure 2: Alberta Non-Profit/Voluntary Sector Initiative (Government of Alberta, 2017b)

Municipalities should anticipate significant desire from these two stakeholder sectors to self-deploy and assist with the response phase of a disaster. As well, personnel from these two sectors willingly undertake long-term recovery projects in support of their individual organizational mandate and the needs of Albertans. That said, municipalities should be aware that the level of preparation and self-sufficiency varies within these sectors.

Advisory committees can be geographically focused (e.g. residents of a severely impacted portion of the overall community), theme focused (e.g. environmental remediation to achieve desired outcomes in a pillar of recovery), or stakeholder centric (e.g. the local small business community).

A broad understanding of the stakeholders involved in disaster recovery is useful when considering how best to incorporate or integrate their efforts into the overall recovery effort.

It is recommended that the municipal recovery organization understand and adapt to this reality. Pre-disaster policies on donations, coordination of volunteers, and interaction with these sectors are of benefit (Phillips, 2009).

Finally, much like the Government of Alberta deliberately engages this sector through the ANVSI, it is important to know the key, local sector leaders, understand their intent, incorporate their efforts into the broader recovery plan and remain prepared to work with many well-meaning organizations along the way.

**Advisory Committees**

Advisory committees typically originate from two sources:

- Self-forming
- As a deliberate, formal government initiative

Regardless of their origin, they can inform and connect, and to a certain degree empower, the residents as they recover from a disaster.

Formal advisory committees should be supported in the pursuit of their mandate. They should be encouraged to canvass widely and connect with the core recovery organization, ensuring their input is assessed and incorporated into policy advice and project deliverables wherever appropriate.

Self-forming advisory committees require a window into government. If ignored they may become disenfranchised and could potentially resist the ongoing recovery operation. And while their advice is needed, it may not necessarily translate into definitive action. The potential tensions outlined in this statement should be openly discussed with these Committees to avoid unnecessary stress.

**Networked Power**

Recovery is complex; it can involve hundreds of stakeholders pursuing similar, or conversely, different objectives, and often lacks a formal hierarchical decision-making model that encompasses all stakeholders. The environment of recovery is rarely a world of yes or no, black or white, on or off. Rather, a recovery organization will be assisted, influenced, aided, pushed, pulled, and even stopped from pursuing objectives by powers that are often unknown by them.

The brief description here of the numerous disaster recovery stakeholders, highlights the need for multiple relationships, the value of a highly networked and connected recovery organization, and the myriad of influences that will affect the recovery outcomes. Figure 3 below further reinforces this.

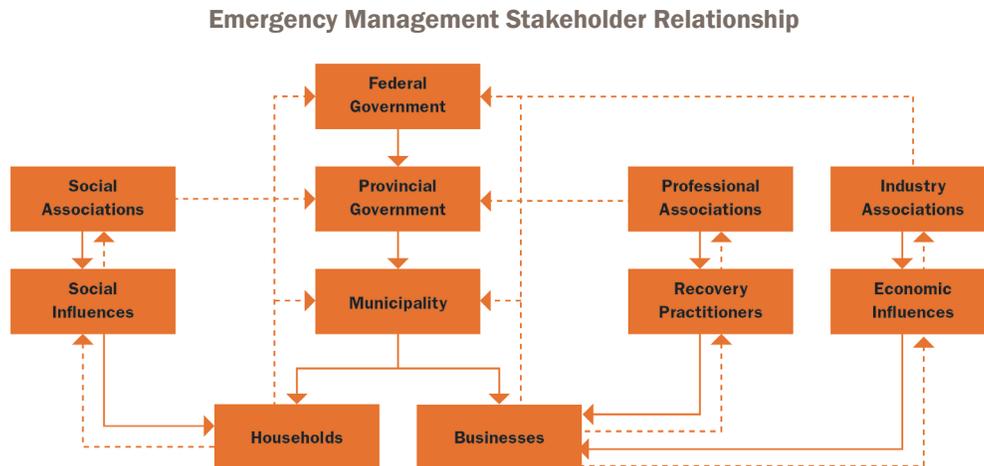


Figure 3: Power Relationships Among Emergency Management Stakeholders (modified), Federal Emergency Management Agency, 2017.

# Pre-Disaster Recovery Organization

# 2

*"Structure follows strategy."*

- Alfred Chandler, 1962

It is acknowledged that every municipality and disaster is unique and is suggested that no single solution exists for an effective disaster recovery organization that can meet the needs of all municipalities. That said, considerations and designs can follow a logical progression.

1

The starting point in recovery organizational design is an all-hazards community-level risk assessment

2

This should be followed by identification of anticipated tasks for the recovery organization, gathered from scenario and contingency planning in the event of a PDR Contingency Plan, and from an assessment of actual damage in the event of a DSRP

3

It should incorporate known strengths and weaknesses at the municipal level, derived from a reflective, assessment tool

4

It should be linked to thoughtful analysis of relevant organizational design factors

Organizational design planning tools are located at Appendices 2 - 6 of this guide. They allow for the development of a recovery organization that meets the needs of a municipality both pre-and post-disaster.

Throughout the process of organizational design refer to the following questions:

- **What risks** do we face?
- **What tasks** need to be accomplished to recover from these risks should they manifest?

- **What municipal circumstances** affect our capacity to recover from a disaster; hence the design of our recovery organization?
- **Who is best** suited to complete these tasks?
- **What type** of organizational design is best suited to harness the efforts of those completing the identified recovery tasks?

### **MUNICIPAL-LEVEL ALL-HAZARDS RISK ASSESSMENT**

The community-level risk assessment could be generated from the existing, available online tool shared by the Alberta Emergency Management Agency known as the Hazard Identification Risk Assessment (HIRA). In Alberta, this risk assessment tool is available to municipalities via the password-protected portal known as MA Connect, maintained by the Government of Alberta.

As well, the readily available online model employed in British Columbia, known as a hazard, risk, and vulnerability assessment (HRVA) could be used.

Given sufficient time, both risk assessment models could be used, and the results combined.

### **TASKS AND FUNCTIONS**

The all-hazards risk assessment provides the municipality with a prioritized view of the risks faced by the community. It sets the conditions for leaders, planners, and community stakeholders to consider and list the major projects and tasks associated with disaster. This is the basis for identifying the content of the PDR Contingency Plan and a representation of the broad work associated with recovery over time.

### **HUMAN CAPITAL INVENTORY**

At this point, we need to contrast the required jobs with the human capital available. To do so, we need to fully understand the municipal government's Business as Usual capacity, as well as available contracted resources. This implies a thorough knowledge of the organization's typical annual business plan, human resources, and associated strengths and weaknesses relative to the emergence of a significant, new requirement — such as a disaster recovery operation.

This could be aided by use of the Community Self-Assessment Tool (CSA) available online in Alberta at MA Connect for municipalities. To ensure a specific focus on recovery operations, it is recommended that municipalities maintain an accurate inventory of their human capital — both those associated with the formal job appointments of staff, and the secondary skills that would benefit a recovery organization.

Group personnel needs under broad categories, or key action areas, required to support disaster recovery. Appendices 2, 3, 4, 5, and 6 will assist with analysis.

### **ORGANIZATIONAL ANALYSIS AND DESIGN**

At this stage in the process you should have:

- A list of projects and tasks linked to the municipality's PDR Contingency Plan
- Considered the broad sequencing of the projects over time (refer to Guide #3)

- Compiled and quantified the skillsets needed to plan and deliver the project
- Translated the needed skillsets into preliminary job descriptions
- Completed a human capital inventory for the municipality

### **DESIGN FACTORS**

With the above information on-hand, revisit the factors below and draft an initial recovery organization that meets the needs of the specific municipality. To assist, refer to the examples located in Section 5 of this guide. These provide context but are not intended to be ideal solutions.

Avoid being bound by the past or intimidated by a new approach. This is the time for creative thinking anchored by the available facts. Refer to Appendix 5 for a review of the principles.

Finally, when designing a recovery organization, do not overlook the need to ensure the following are understood and addressed:

- The need to protect those resources planning and delivering their business continuity plan for the municipal government
- The potential impact on critical infrastructure that could affect the organization's effectiveness
- The potential impact on elected officials, public service and any private sector personnel from the actual disaster

### **SELECTION PROCESS**

With the draft recovery organization completed, it's time to select and appoint the team. Refer to Appendix 3: Human Capital Inventory - Disaster Recovery Focus, it is recommended that available personnel who meet the following four selection criteria be approached for selection:

- Experienced and adaptable
- A high degree of personal resiliency
- Desirous of the opportunity
- Demonstrated teamwork

### **RELATIONSHIP TO THE MUNICIPAL STRATEGIC PLAN**

As a check on previous planning, when refining the organizational design to deliver the requirements captured in the PDR Contingency Plan, it is recommended that the long-term or aspirational vision of the municipality be verified for consistency with the objectives of the PDR Contingency Plan. This thinking is normally reflected in a municipality's strategic plan and should be reviewed as part of the initial conditions check for recovery planning. This step is intended to not only validate the PDR Contingency Plan direction but to orient the disaster recovery team once assembled.

# Disaster Specific Recovery Organization

# 3

**This section highlights the need for, and provides guidance on how to adapt, a PDR Contingency Plan and its associated recovery organization to an actual disaster during the response stage.**

It is important to revisit the nature of a contingency plan. The PDR Contingency Plan is a theoretical construct based on a pre-disaster, community-level, all-hazards risk assessment, analysis of the potential consequences, and identification of the associated tasks.

As detailed in Guides 1 and 3 of this toolkit, the PDR Contingency Plan is a valuable planning tool that provides increased preparedness and an ability to rapidly orient and begin recovery operations. That said, it is based on planning assumptions

that may be invalid at the specific time a disaster occurs.

Once the PDR Contingency Plan has been modified into a DSRP, it is strongly recommended that the first draft or iteration be subjected to a pre-mortem. The goal here is to deliberately break the draft DSRP and refresh it with an improved version based on knowledgeable, critical feedback (Klein, 2017).



# The Lifecycle of a Recovery Organization

# 4

Disaster recovery is a dynamic process that entails reassessing and reframing as it occurs. This statement, coupled with the previous mantra to “begin with the end in mind”, implies a change in the recovery organization over time.

The front end of disaster recovery typically requires a larger, more diverse recovery organization than that which remains over the span of several years. Expect and plan to:

- Decrease the size of the recovery organization over time, based on an assessment of:
  - *The recovery progress to-date*
  - *The recovery progress remaining*
  - *Ongoing business as usual (BAU) workload*
  - *Funding levels*
  - *Risks associated with change*
- Integrate the processes and personnel into the BAU government structure (note: only required if the recovery model is unique from the status quo delivery of programs and services)
- Eventually dissolve the recovery organization in its entirety

The schematic below illustrates the dynamic nature of a recovery operation and the ensuing impact on the needed recovery organization:

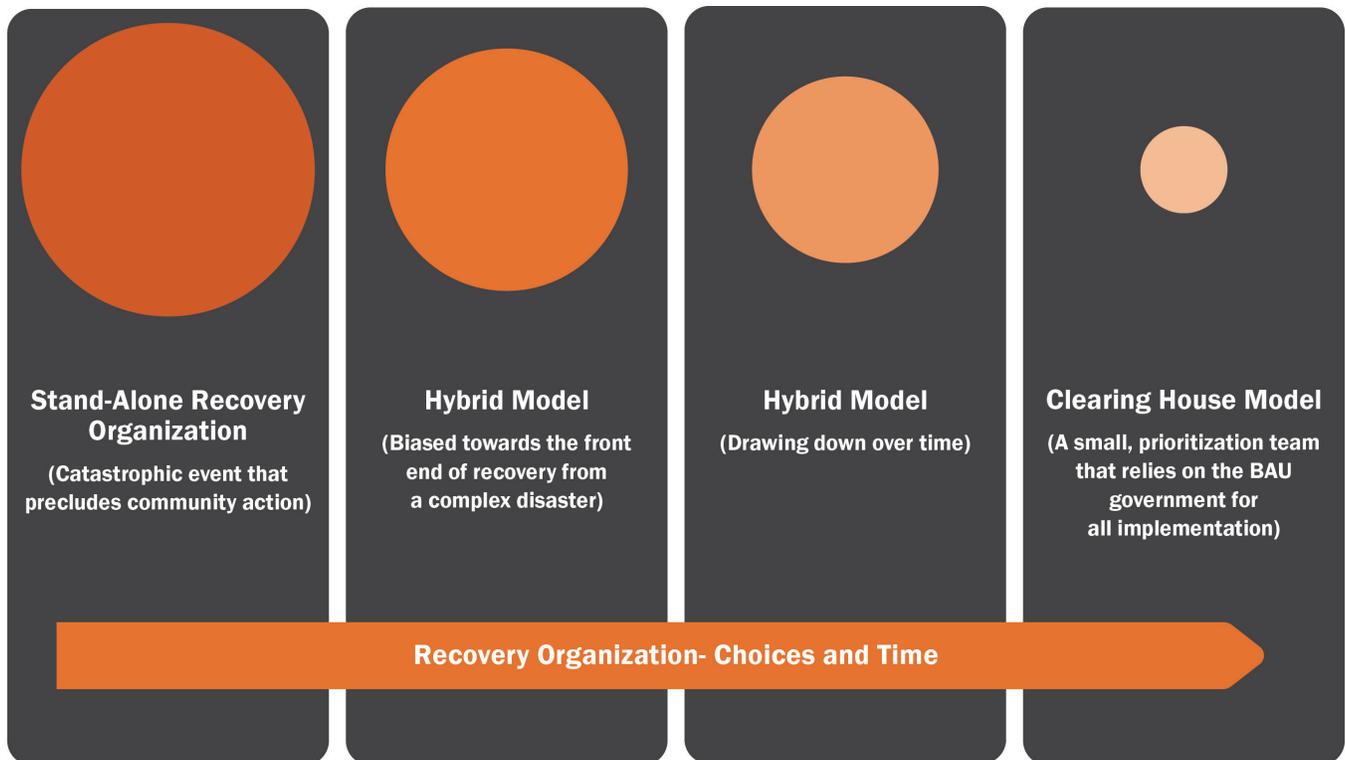


Figure 4: Recovery Organization – Choices and Time (NOR-EX Engineering Ltd., 2017)

*"Every beginning ends something."*

- Paul Valery

### **PLAN ACTIVATION AND MOBILIZATION OF THE RECOVERY ORGANIZATION**

Activation of a recovery organization is a deliberate decision based on the criteria and authority described in the municipality's PDR Contingency Plan. It will initiate the requirements to assess the damage, refine the plan, and mobilize the stand-up of the DSRP recovery organization.

### **GROWTH**

Growth of the recovery organization takes time. It should be carefully sequenced with the decrease in scope and responsibility of the ICS structure assigned to the response phase of the disaster. The decision to transfer the tasks lead from the response phase authority over to the lead of the recovery organization should be based on:

- A deliberate risk assessment of the remaining hazards to the community that may require first responder skillsets
- The resiliency of the response phase staff
- The readiness level of the recovery organization staff
- The readiness of the BAU government to deliver core programs.

### **STEADY STATE**

A recovery organization is a team whose performance is typically enhanced when they focus on the following tenets:

- Have previously trained at the individual and collective levels
- Have a common understanding of their goals and objectives
- Embrace open communications
- Have engendered and developed a trusting environment

- Are accepted within the broader organizational culture
- Possess adequate resources and clear authority to deliver on their assigned tasks

Even equipped with the information above, it remains difficult to predict the steady state performance of a disaster recovery organization. However, it is recommended that the leadership of the municipality, both elected and senior public servants, focus on the six performance tenets listed, as doing so will set the conditions needed for a successful recovery.

### **TRANSITIONS**

Recognize that when the recovery organization is: formed, changed in scope or size, or dissolved, personnel working within the organization will face a heightened level of workplace stress. To counter this, leaders should be empathetic, calm, and aware of their team's tempo and capacity. They should seek opportunities to celebrate wins, emphasize the forward-looking nature of disaster recovery, and openly communicate the paradoxical reality that victory implies dissolution of the team. Although emerging emergency management experience supports the establishment of community resilience leaders, at end-state there will be no recovery team - for the need will no longer exist.

# Recovery Organizational Models

It is recommended that a municipality design their recovery organization based on analysis using the tools provided at Appendices 2, 3, 4, 5, and 6. The following recovery organizational models are provided as examples only. They may not be suitable for every municipality's needs as they do not reflect the actual circumstances and factors that pertain to each community. A brief description is provided for each model.

## REPRIORITIZED BUSINESS AS USUAL

A recovery organization could be based on the existing business as usual government organizational model, with simply a reprioritization of effort, time and monies to complete the newly identified recovery projects and tasks. This implies one of the following situations:

- A relatively limited recovery operation is needed
- The existing municipal organization has standing, surplus capacity
- Some existing programs and/or services are not needed within a business as usual construct and will be eliminated

Although, seemingly simple to adopt, this recovery model may downplay or fail to recognize what is different about a community post-disaster. The business as usual government model may default to planning, prioritization, and decision-making that is unaligned with the new realities left by the disaster.

## INCIDENT COMMAND SYSTEM BASED

The Incident Command System is a codified, established means of assessing risk, identifying objectives, building a team, and managing an emergency — primarily within the response phase of emergency management.

This recovery organizational model is predicated on relatively short planning cycles, a less inclusive decision-making construct, limited interaction with elected officials, and the lack of a broader long-term governmental policy analysis capacity. It is not considered well-suited for complex, lengthy disaster recovery operations.

## KEY ACTION AREAS

Figures 5, 6, and 7, on the following pages, illustrate models derived from an assessment of actual recovery needs during a disaster in Alberta, using the organizational design-tools process described in this guide. This model is linked to the concept of a Campaign Plan, as outlined in Guide 1.

It is focused on recovery of the community against the following five action areas that were identified via engagement and planning as:

- People
- Economy
- Environment
- Rebuild
- Mitigate

Note, this recovery organizational model supports delivery of a complex recovery operation, but it requires additional resources beyond that typically available on a standing basis at the municipal level. The key action areas (depicted in green) represent logical groupings of tasks and projects, identified during planning, to effectively recover the community. Using the tools located in the Appendices to this Guide, recovery planners could determine key action areas relevant to their needs and design a recovery organization.

Note, the key action areas are not prescriptive; they can change based on the impact of a specific disaster. Some municipal recovery organizations may be smaller in size and focused on different key action areas. The validity of this model is predicated on the concept of form following function. Identify the needed functional skills to complete the listed tasks and then design the form of the recovery organization.

### ICS Based Recovery Organization Model

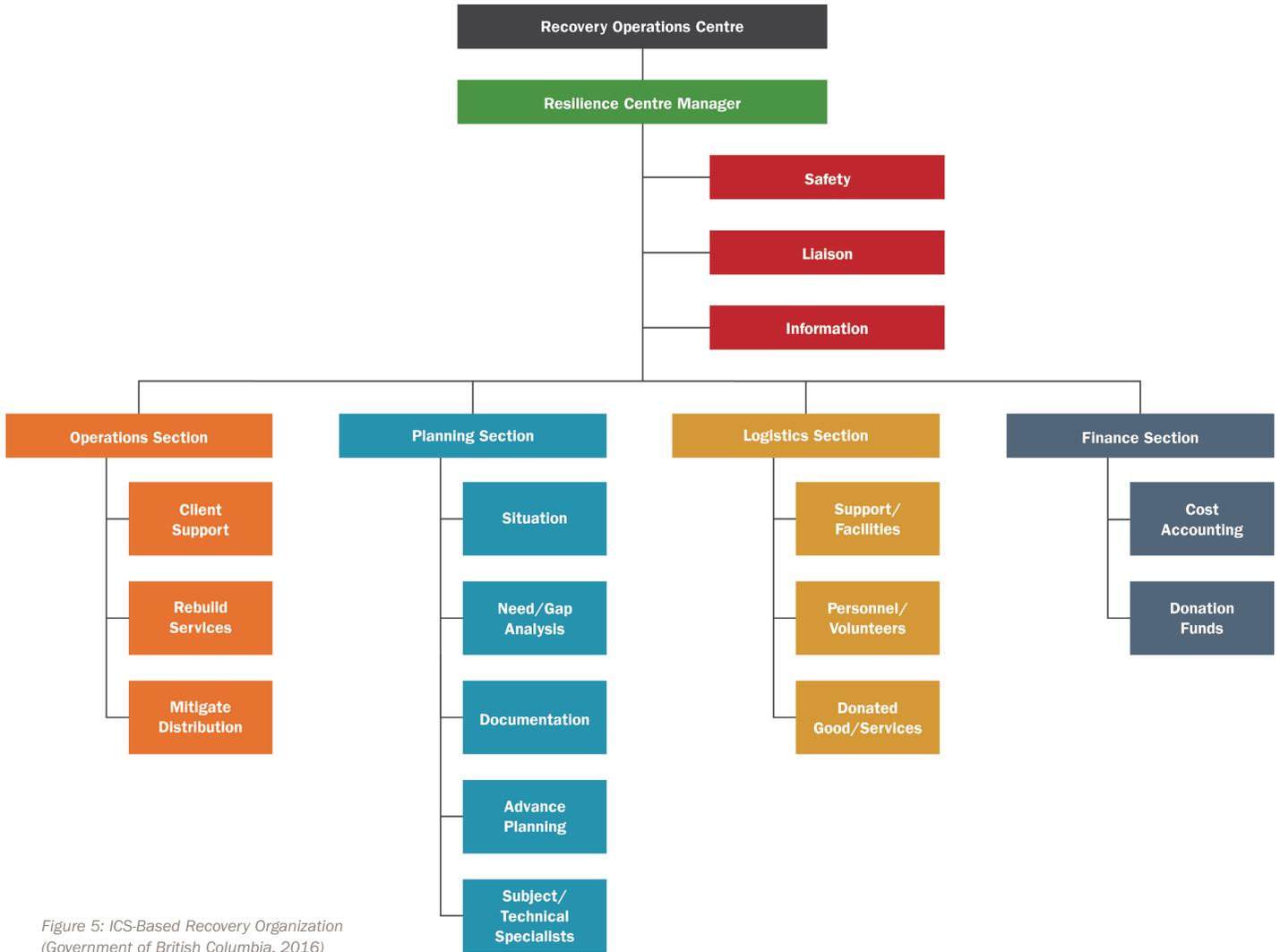


Figure 5: ICS-Based Recovery Organization (Government of British Columbia, 2016)

### Key Action Area Model

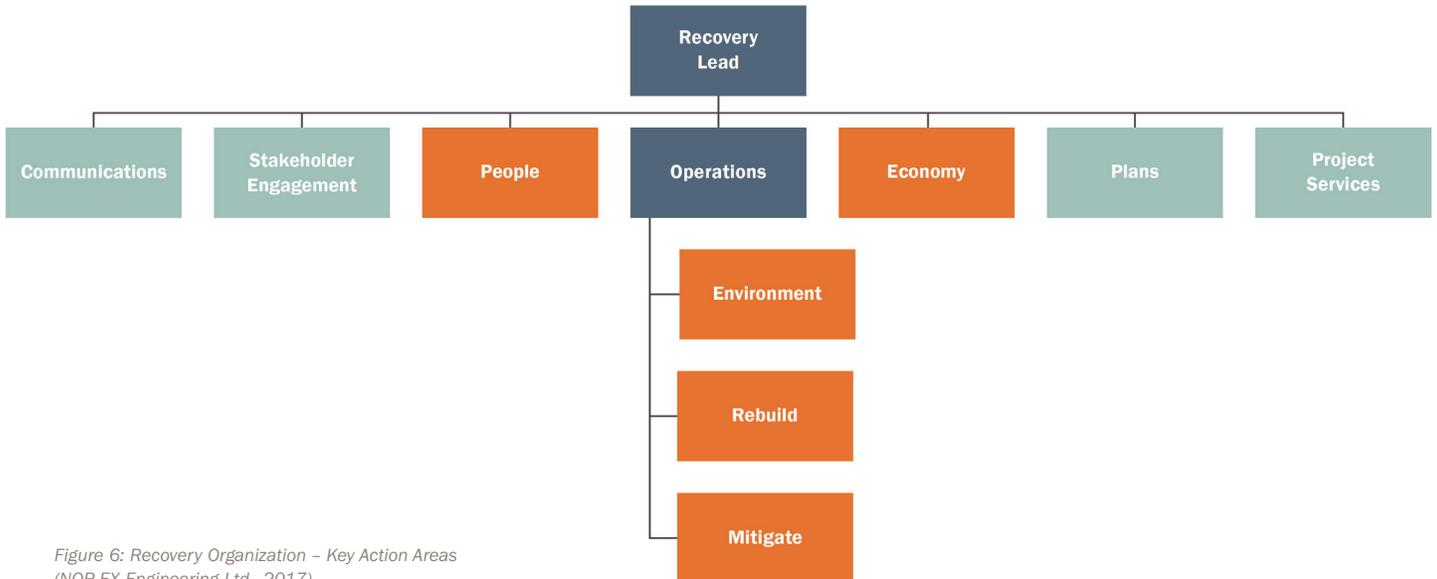


Figure 6: Recovery Organization – Key Action Areas (NOR-EX Engineering Ltd., 2017)

### Municipal Recovery Task Force Key Action Area Model Long-Term Recovery

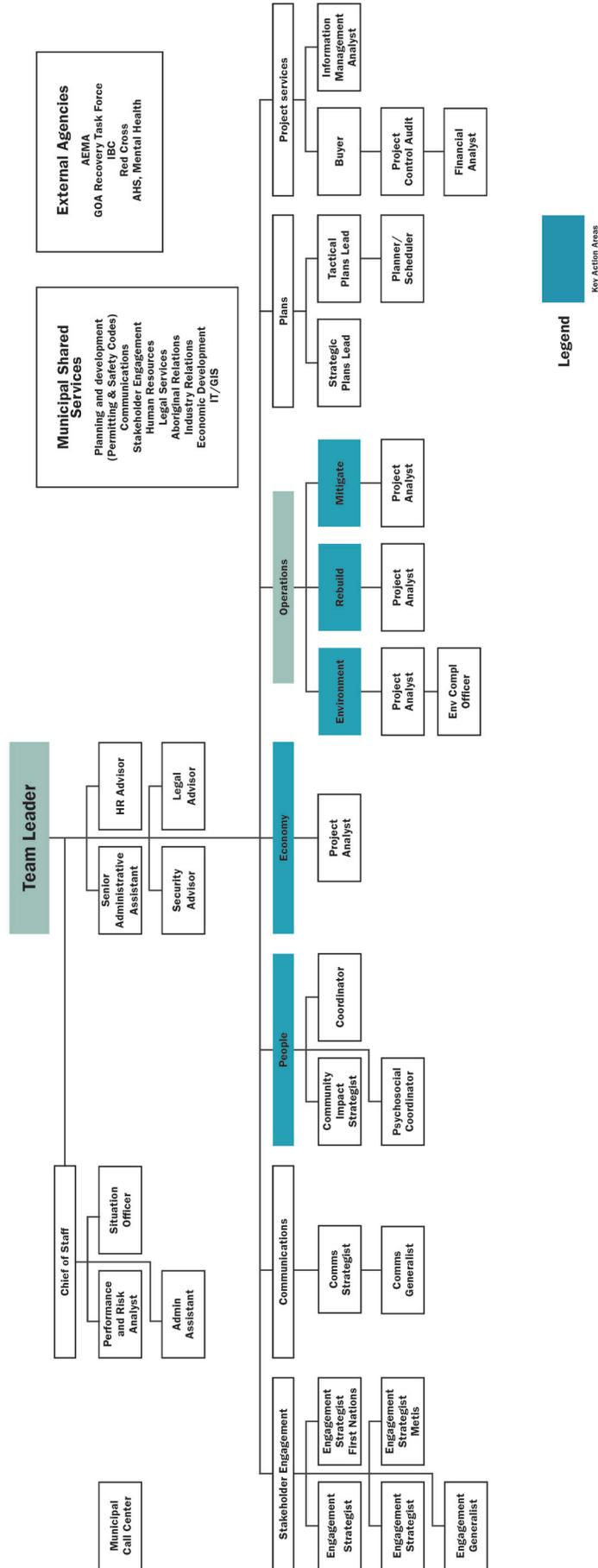


Figure 7: Recovery Organization – Key Action Area Model Expanded (NOR-EX Engineering Ltd., 2017)

## SUMMARY

This guide has examined the need for, design of, and characteristics of disaster recovery organizations, with a focus on municipalities in Alberta. The guide both informs and instructs the reader of the overarching Canadian public safety system, the nature of the numerous stakeholders, the process of designing a tailored recovery organization, and how the organization itself changes over time.

The regional AEMA Field Officers are a critical connection between municipalities and the Province of Alberta, not only during the response phase of an emergency, but when a disaster and ensuing recovery operation unfolds. These AEMA Field Officers are typically the initial point of contact for any municipality planning or delivering tasks in the four phases of the emergency management spectrum.

Long-term disaster recovery is demanding work. It entails tight timelines for delivery of policy advice, support to residents, and completion of major projects. It lacks role clarity, is rarely a repeat work experience for those delivering, and requires the ability to decide in the absence of perfect information.

Notwithstanding, it can be a gratifying experience. Helping those impacted by a disaster reinforces the humanity and compassion resident in communities. It allows for healing at the personal and community level and, in many instances, generates new, enduring friendships.

On a final note, when reflecting on the municipal recovery experience and those organizations responsible to plan, coordinate, and deliver many of the needed outcomes, consider the following as potential criteria for success:

- No harm is done to personnel throughout the recovery period
- Response effectively transitions to recovery
- Business as usual is not compromised
- The government's social contract remains intact
- Community recovers in-line with the selected metrics
- Increased resiliency (think all-hazards and opportunities)
- Community pride and spirit is intact

## DISCLAIMER

Although the authors have made every effort to ensure that the information in this guide was correct at the time of printing, the authors do not assume and hereby disclaim any liability to any party for any loss, damage, or disruption caused by errors or omissions, whether such errors or omissions result from negligence, accident, or any other cause.

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## ENDNOTES

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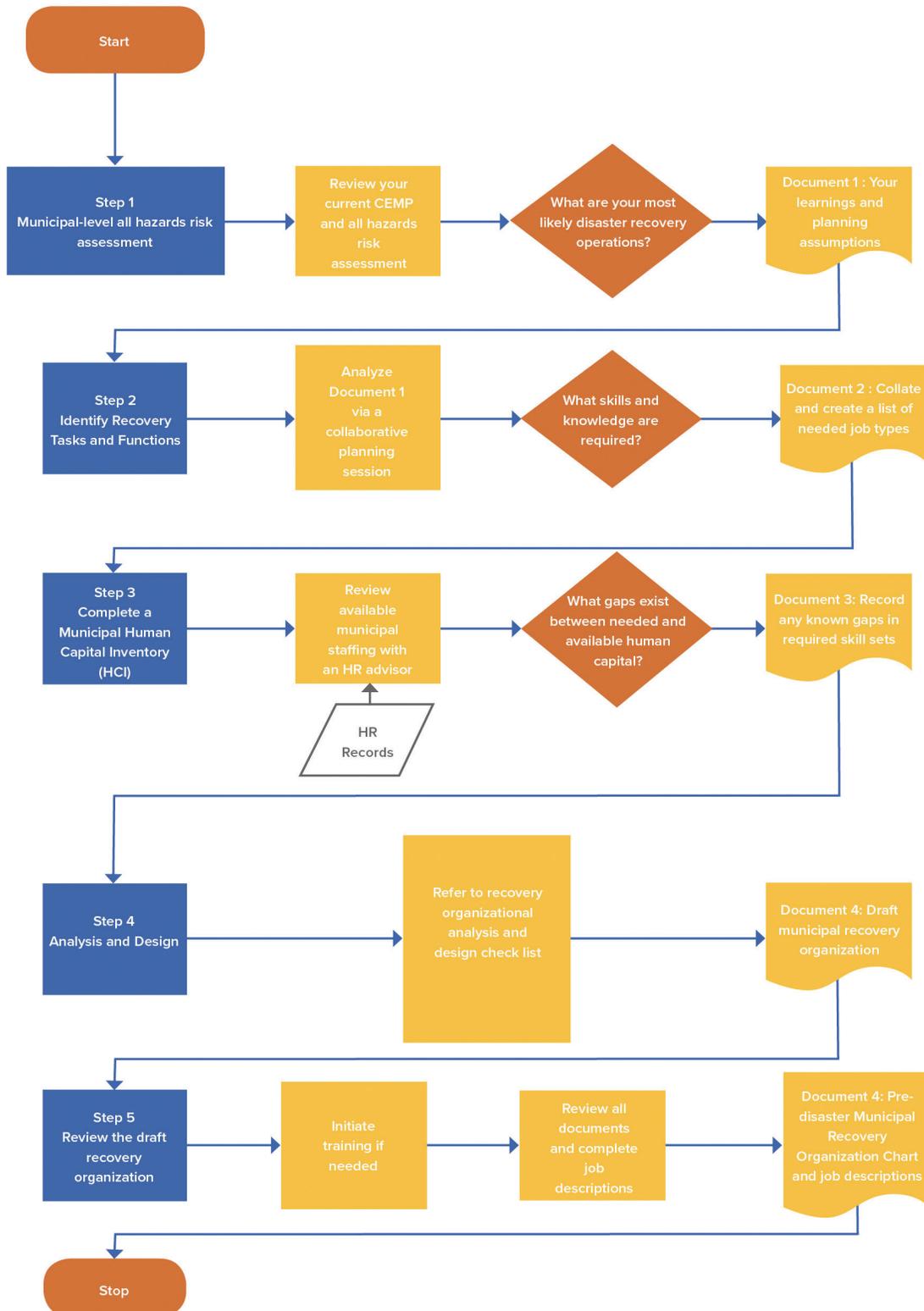
## Appendix 1: Government of Alberta (GoA) Disaster Recovery Context

This recovery tool assists with understanding disaster recovery context in Alberta from the following perspectives:

- What provincial legislation is relevant?
- Who approves a significant policy shift? Relevant Minister, as well as the Premier with Cabinet input.
- Who recommends a significant policy shift? The relevant Deputy Minister based on analysis and advice.

Government of Alberta – Disaster Recovery Context (note subject to change)			
Legislation/Policy	Elected Official	Key Public Servants	
Any significant policy shift	Premier and relevant Minister	Deputy Minister of Executive Council and Relevant Deputy Minister	Managing Director of the Alberta Emergency Management Agency (AEMA)
Municipal Government Act	Minister of Municipal Affairs	Deputy Minister of Municipal Affairs	Managing Director of the Alberta Emergency Management Agency (AEMA)
Emergency Management Act	Minister of Municipal Affairs	Managing Director of the Alberta Emergency Management Agency (AEMA)	If established, the lead for the GoA disaster specific Recovery Task Force
Disaster Recovery Regulation	Minister of Municipal Affairs	Managing Director of the Alberta Emergency Management Agency (AEMA)	Executive Director of the AEMA Disaster Recovery Branch
Disaster Assistance Guidelines	Minister of Municipal Affairs	Managing Director of the Alberta Emergency Management Agency (AEMA)	AEMA Field Officers including First Nations' Field Officers
Public Health Act	Minister of Health	Deputy Minister of Health	Chief Medical Officer of Health
Alberta Water Act	Minister of Environment and Parks	Deputy Minister of Environment and Parks	Lead Communications Advisor/Director for Municipal Affairs
Public Lands Act	Minister of Environment and Parks	Deputy Minister of Environment and Parks	Local Director for compliance – air, land, water, and biodiversity
Environmental Protection and Enhancement Act	Minister of Environment and Parks	Deputy Minister of Environment and Parks	Local Director for compliance – air, land, water, and biodiversity
Forest and Prairie Protection Act	Minister of Agriculture and Forestry	Deputy Minister of Agriculture and Forestry	Assistant Deputy Minister Forestry

## Appendix 2: Process Flow Diagram Design of a Municipal Recovery Organization



## Appendix 3: Municipal Disaster Recovery Human Capital Inventory Tool

This planning tool supplements the process flow diagram at Appendix 2. It is a tool to assist with creation and consideration of options for organizational design.

Municipal Disaster Recovery Human Capital Inventory			
Role/Function	Desired Attributes	Potential Internal Candidates	Gaps and External Fills
1. Leadership	Seek an experienced, empathetic, broad systems thinker. Should possess effective stakeholder relationship and a tireless, calm demeanour.		
2. Planning	Disaster recovery experience or theory, land use planning knowledge, systems thinking, interagency facilitation, strong written communication skills.		
3. Project Management	Compliant with the generally accepted project management body of knowledge (PMBOK). Capable of delivering significant dollar value projects on time, on budget, in scope.		
4. Financial Management	Knowledge of the municipality’s existing operating and capital budgets. Comfort learning and adapting to new disaster recovery identification and audit requirements.		
5. Procurement	Knowledge of typical procurement processes as well as time sensitive, expedited methods that are compliant with legislation.		
6. Communication	Systems thinker with pre-existing media relations able to mentor and prepare recovery leaders at all levels.		

Municipal Disaster Recovery Human Capital Inventory			
Role/Function	Desired Attributes	Potential Internal Candidates	Gaps and External Fills
7. Stakeholder Engagement	Knowledge of the municipality, interagency team players, able to work hand in hand with communications.		
8. Human Resources Management	Adaptive, flexible, solutions-oriented advisor with strong knowledge of the municipality’s human resources.		
9. Legal	Experience with not only the MGA but the provincial Emergency Management Act, municipal insurance, disaster recovery regulation, expropriation and bylaw drafting and recommendations for Committees of Council and novel governance approaches.		
10. GIS Expertise	Able to rapidly learn, map, and display recovery metrics using existing software tools. Intimate with land use planning tools used within the municipality and capable of adapting those for use in a disaster recovery mindset (Handbook of disaster research, 2007).		
11. Safety Codes Officer	Knowledgeable, fair, and consistent application of the regulatory tools (Sparrow, 2000).		
12. Development Compliance Officer	Knowledgeable, fair, and consistent application of the regulatory tools.		

Municipal Disaster Recovery Human Capital Inventory			
Role/Function	Desired Attributes	Potential Internal Candidates	Gaps and External Fills
13. Environmental Compliance Officer	Knowledgeable, fair, and consistent application of the regulatory tools.		
14. Land Use Planning	Knowledge of local area development plans and historical land use challenges and opportunities.		
15. Economic Development	Strong, effective relationships with the local business community and the broader economic development associations in Alberta.		
16. Municipal Law Enforcement	Knowledgeable, fair, and consistent application of the regulatory tools.		
17. Social Profit	Recognized and respected stakeholders.		
18. Relationships with Key Municipal Stakeholders	Leaders and key decision makers with established relationships that cross multiple boundaries in the networked environment of disaster recovery.		

## Appendix 4: Municipal Disaster Recovery Organizational Design Tool

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This checklist supplements the process flow diagram at Appendix 2. It is a tool used to assist with creation and consideration of options for organizational design.

Municipal Disaster Recovery Organizational Design Tool			
Planning Factor	Facts/Observations	Key Deductions	Potential Org Design Solutions

1. Identified Projects and Tasks

2. Anticipated scale and duration of this disaster (think types 1 through 5)

3. Types and quantities of jobs to address identified recovery needs

4. Essential business as usual programs at the municipal level

5. Composition of the community

Municipal Disaster Recovery Organizational Design Tool			
Planning Factor	Facts/Observations	Key Deductions	Potential Org Design Solutions
6. Presence or absence of key stakeholders			
7. Relationships with provincial government counterparts			
8. Funding levels to staff recovery positions			
9. Relationships with neighbouring jurisdictions			
10. Previous experience with disaster recovery operations			
11. Organizational culture			

## Appendix 5: Organizational Design Principles

---

**1**

The municipal recovery organization should be designed to facilitate and help achieve recovery against identified key action areas and supporting plans associated with the disaster. Additionally, the organization must support the mandate of the governing body.

**2**

The organizational structure should facilitate decision-making, planning, management of operations, breaking down silos, avoid duplication, foster relationships and encourage broad collaboration.

**3**

Critical functions within the recovery organization should be placed close to key decision-makers to allow for agility. Similarly, less vital functions can be placed deep within the organizational structure.

**4**

Organizational design should enable the sharing of “internal support” services, where feasible, to maximize staff utilization, enable staff to specialize in the functions performed, and support the concurrent delivery of non-recovery related essential municipal programs.

**5**

The structure should focus attention on strategic priorities. Key issues or initiatives should be given organizational prominence. This may be temporary or long-term and must be reflected in the organizational structure with no “gaps” or “overlaps” in service delivery.

**6**

Span of control must be appropriate given the complexity. Some functions may require lower ratios of staff to supervisors either due to the complexity, level of workload, or performance of operational practices requiring higher levels of oversight. Other functions, more decentralized or routine in nature, are open to higher ratios of staff to supervisors.

**7**

Responsibility should be placed as low in the organization as feasible be while retaining effectiveness and efficiency.

**8**

The recovery organizational structure and management systems should be based on common sense and easily understood, both internally and externally.

**9**

Roles and responsibilities should be defined and clear authority and accountably established.

**10**

The municipal recovery organization should be designed to maximize efficiency of existing programs and staffing.

## Appendix 6: Adapting the Pre-Disaster Recovery Contingency Plan

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To ensure validity, actual conditions on the ground at the time of a disaster should be contrasted with the PDR Contingency Plan details. Using the recommended approach below as a checklist, the recovery leader should adapt the PDR Contingency Plan recovery organization:

1. Review the PDR Contingency Plan and the community pre-disaster vision statement.
2. Review the PDR Contingency Plan supporting disaster recovery organization.
3. Review the planning assumptions associated with the PDR Contingency Plan.
4. Early in the response phase, compile and assess the cumulative rapid damage assessment.
5. List the known projects and tasks that will need to be completed to recover the community based on the cumulative damage assessment sequenced over time.
6. From the sequenced project list, identify assigned and implied tasks leading to job types and descriptions.
7. Is there a gap between the PDR Contingency Plan recovery organization and the required skills and knowledge to recover from this specific disaster? If yes, so what?
8. Ensure the sequenced project list is logical.

## Appendix 7: Recovery Stakeholder Mapping Tool

---

### Instructions for use:

This tool is designed to identify and document recovery stakeholders that could support a municipality. It can provide valuable information for the recovery organization, allowing them to work with and leverage like-minded organizations and people for the benefit of their community's recovery.

A searchable database, tracked using any word processing, spreadsheet or database software is recommended. It could be incorporated into deliberate planning cycles. Time spent pre-disaster gathering this information will benefit routine municipal operations as well as any post-disaster recovery operations.

### 1. PRE-DISASTER:

- List the names of the stakeholder organizations and solicit input from different areas of the municipal administration as they may know different stakeholders and should be included in the conduct of the stakeholder mapping.
- Identify the sector code each organization belongs to. This helps cluster capabilities for recovery activities and planning purposes.
- Describe their interest in the community. Why do they exist? This can be found in their organizational mission, objectives or statement of purpose.
- Include any focus or special interest groups. For example: young people, senior citizens, cultural or linguistic groups, indigenous, the disabled etc.
- Identify the environment in which the organization operates, try to find a best fit or more than one fit if necessary. This could help with clustering capabilities in recovery and allow for meaningful relationships into the recovery organization as a whole.
- Describe the organization's agreed upon or potential recovery role. Think about their interests in the community, their available assets to assist (buildings, equipment, people) and their capabilities.
- Describe the organization's specific agreed or potential role in community engagement following a disaster.
- It is useful to include specific reference to community engagement in any agreements with the municipality so that messages to the community and advice about engagement events is will coordinated.
- Record whether there is a formal agreement protocol or memorandum of understanding in place with the organization that agrees their recovery and community engagement roles. Record the date of signature and whenever possible keep them routinely updated, refreshed.
- Record the contact details of the person or people available to contact to negotiate, update or activate the agreement. The more contact people, the better.

### 2. UPON ACTIVATION OF THE RECOVERY PLAN:

- Review the status of the organizations. Are they capable of fulfilling their recovery and community engagement roles? Think about the disaster's impact on their assets and key people. Have contacts changed? Amend the information as necessary.
- Review the status of any formal agreements. Are they current? Prioritize key organizations to quickly update where agreements have lapsed. Are there any new organizations that should be added to the form? Are they capable of fulfilling recovery or community engagement roles?

Recovery Stakeholder Mapping Tool								
Person Organization	Sector Code	Interest in Community	Focus	Environment	Potential Recovery Role	Potential Community Engagement Role	Existing Formal Agreement	Contact Details
Name of Organization or Stakeholder	Private (P) Non-Governmental Organization (NGO) Community Network (CN) Municipal Government (MG) Provincial Government (PG) Federal Government (FG) Indigenous Partners (IP) Neighbouring Jurisdiction (NJ) Volunteer Organization (VO)	Create and assign acronyms or abbreviations for groups with similar interests. This will assist with database searches and planning.	By theme, target audience, or skillsets	Social (S) Built (B) Natural (N) Economic (E)			Y/N If yes, then date last updated	Name: Phone: Email:
	Best NGO	Support to vulnerable sectors	Homeless youth	S, B, and E	Tailored Programs that supplement the DFAA and DRP	Able to meet with, assess the needs of homeless youth, and create a support program post-disaster.	N	Name: John Doe Phone: (123) 456-7891 Email: John.Doe@BestNGO.com

**Example**

## Appendix 8: NGO Coordination Matrix

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**Instructions for use:**

1. Use this planning tool to identify, understand, and coordinate the efforts of NGOs during community-level recovery operations.
2. The first six columns should be populated directly from the Recovery Stakeholder Mapping Tool.
3. The remaining four columns (column titles in black font) can be populated by recovery planners at the onset of the recovery operation.
4. The community will benefit from the efforts of numerous NGOs.
5. Recognize that relationships are key to effective coordination.
6. The intent is to optimize their input, avoid duplication of effort, and ensure there are no critical gaps in support that could be provided by NGOs.

NGO Coordination Matrix									
Person Organization	Interest in Community	Focus	Environment	Contact Details	Existing Formal Agreement	Organizational Reach and Resources	Demonstrated Capacity	Support to Current Recovery Operations	Support to Future Recovery Operations
Name of NGO	Create and assign acronyms or abbreviations for groups with similar interests. This will assist with database searches and planning.	Social (S)	Social (S) Built (B) Natural (N) Economic (E)	Name: Phone: Email:	Y/N If yes, then date last updated	International (I) National (N) Provincial (P) Local (L)	Summary of the org's abilities from known support to previous disaster recovery operations.  Include financial support (\$) that could be leveraged by the community if applicable.	The organization's current support for the ongoing recovery operation. Can be listed as primary (P) and secondary (S) effort/  If the organization has significant capacity, recovery planners should ensure their input is sought and provided for theme-based planning sessions.	The organization's potential support future recovery operation. Can be listed as primary (P) and secondary (S) effort.
<b>Example</b>									
Best NGO	Support to vulnerable sectors		S, B, and E	Name: John Doe Phone: (123) 456-7891 Email: John.Doe@BestNGO.com	N	P	Supported two previous Alberta communities during disaster recovery with registration, tracking, and matching of housing supports for homeless youth.	Self-deployed to our community at event plus 18 days.  Established a homeless youth registration centre at the John Doe Building.  Currently assessing the impact of the disaster on homeless youth with a view to matching needs with available interim housing on a risk basis – (P).	Have indicated a desire to work with AHS and support the matching of psycho-social supports with homeless youth

## Appendix 9: Disaster Recovery Volunteer Management: Planning Considerations

This planning tool identifies and considers factors that should be carefully examined during the development of a municipal disaster recovery volunteer management plan. It orients disaster recovery planners to volunteer management issues and prompts their analysis of the situation; thus, ensuring a relevant and effective plan is crafted in a timely manner.

Municipal Disaster Recovery Organizational Design Tool		
Factors	Considerations	Recovery Planner's Remarks
Municipal Policy	<p>Does the community have an existing Volunteer Policy for support to disaster recovery?</p> <p>If yes, was it effective during the response phase?</p>	
Response Phase Approach	<p>Were volunteers used during the response phase to support the community?</p> <p>If yes, describe the approach that was used to coordinate both affiliated and unaffiliated volunteers.</p> <p>Identify the key contacts for volunteer planning and coordination during the response phase.</p> <p>Conduct a lessons learned/after action review with the key contacts identified above to determine what processes should be retained, released, or reformed when considering the recovery phase.</p> <p>Was there an effective volunteer management governance model during response? If yes, consider reinforcing it and using it as the model for recovery. If no, develop one for the recovery phase.</p>	
Recovery Needs	<p>Are there significant unmet needs identified that would benefit from a volunteer strategy during recovery?</p>	
Risk Assessment/Safety Plan	<p>Identify and quantify the risks associated with volunteer work in support of recovery operations.</p> <p>Determine what mitigation measures are available to treat the identified risks to the volunteer workforce.</p> <p>Once treated, are the working conditions considered safe?</p> <p>Remember – Do No Harm!</p>	

Municipal Disaster Recovery Organizational Design Tool		
Factors	Considerations	Recovery Planner's Remarks
Governance	<p>Identify a governance model for volunteer management.</p> <p>How will the municipal recovery organization be connected with the volunteer workforce?</p> <p>How will the municipal recovery needs be supported by the efforts of volunteers?</p> <p>How will the team connect with, communicate and coordinate efforts with volunteers?</p>	
Communications	<p>Create a communications strategy that proactively supports the community's desired approach to managing volunteers during the recovery phase.</p>	
Affiliated Volunteers	<p>Consider meeting with the leads of affiliated volunteer organizations to collaboratively plan the volunteer management strategy.</p>	
Unaffiliated Volunteers	<p>Did the response phase operation have a large unaffiliated volunteer workforce?</p> <p>If yes, were they an effective component of that phase?</p>	
Reception	<p>Create, communicate, and use a reception plan for volunteers.</p> <p>Consider using volunteers to perform this role on behalf of the community.</p>	
Registration	<p>Create and implement a registration process for both affiliated and unaffiliated volunteers.</p>	

Municipal Disaster Recovery Organizational Design Tool		
Factors	Considerations	Recovery Planner's Remarks
Training	<p>Identify and ensure all volunteers know and undertake the mandatory training requirements for their assigned volunteer roles.</p> <p>Work with affiliated volunteer leads to simplify and streamline this process.</p>	
Assignment	<p>Be prepared to assign volunteers to the needs of the community versus the desire(s) of the individual.</p> <p>Recognize this may require tact and diplomacy but be prepared to reinforce that disaster recovery is a community-led operation focused on the residents of the impacted region.</p>	
Assessment	<p>Assess the effectiveness of the volunteer management strategy.</p> <p>Adjust the approach based on this assessment if needed.</p>	
Supports	<p>Endeavour to have all volunteers self-sufficient with respect to PPE, food, water, and apparel. Recognize this may not be achievable and consider a contingency plan as needed.</p> <p>Be prepared to provide psycho-social support to the volunteer workforce.</p>	
Recognition	<p>Connect both community leadership and residents to the volunteer workforce that support recovery efforts.</p> <p>Openly recognize and celebrate the support of all volunteers.</p>	

*Keep in mind, long-term disaster recovery is demanding work. It entails tight timelines for delivery of policy advice, support to residents, and completion of major projects. It lacks role clarity, is rarely a repeat work experience for those delivering, and requires the ability to decide in the absence of perfect information.*

## ACKNOWLEDGMENT

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## **GUIDE 2**

### **MUNICIPAL RECOVERY TOOLKIT**

PREPARED FOR THE TOWN OF HIGH RIVER BY  
NOR-EX ENGINEERING LTD., AN ASSOCIATED ENGINEERING COMPANY