Queensland Local Disaster Management Guidelines

Disaster Management Act 2003
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Published September 2012
Authorisation

The Queensland Local Disaster Management Guidelines have been developed by Emergency Management Queensland, Department of Community Safety, in accordance with the Disaster Management Act 2003.

The Guidelines are hereby authorised by the Assistant Director-General, Emergency Management Queensland.

Bruce Grady
Assistant Director-General
Emergency Management Queensland

Endorsement

The review of the Queensland Disaster Management Arrangements in 2009 and the Queensland Floods Commission of Inquiry 2012 affirmed local government and Local Disaster Management Groups as the cornerstone of disaster management in Queensland. This bottom-up approach to disaster management is reflected in the Disaster Management Act 2003.

Over the last two years Queensland has experienced unprecedented weather events in terms of scale and impact to the community. Throughout these challenging times the role of local groups has been reinforced as the foundation of disaster management in supporting communities to prepare for, respond to and recover from disasters.

Local government is the authority responsible for managing events in their area and must be supported to ensure that communities are prepared and resilient. These Guidelines and their associated suite of planning tools, which have been designed to support local group emergency planning, are available on the Disaster Management Portal. The Guideline has been developed and reviewed in collaboration with key stakeholders from local governments and State agencies.

In the spirit of continuous improvement, the Guidelines will continue to be reviewed and updated to reflect the changing needs of our stakeholders and the collaborative nature of the QDMA. This will be an ongoing process to capture lessons learnt and ensure that this document remains a practical, operationally focussed resource for local government to fulfil their disaster management responsibilities to the Queensland community.

The Queensland Local Disaster Management Guidelines are hereby endorsed by the State Disaster Management Group.

Chair
State Disaster Management Group
Aim

The aim of the Queensland Local Disaster Management Guidelines is to support local government to develop a community-specific disaster management system, including governance arrangements, a Local Disaster Management Plan and supporting plans, using the comprehensive approach to disaster management.

Part I of the Guidelines – Business and Governance - will assist Local Disaster Management Groups to identify and document the roles and responsibilities of individuals and entities involved in disaster management groups and to outline the necessary governance arrangements to meet the requirements of the Disaster Management Act 2003.

Part II of the Guidelines – Planning and Preparation – contains information, templates and planning tools designed to support local governments to develop well structured plans that can be used to prepare for, prevent, respond to and recover from disasters.

Acknowledgements

The assistance and cooperation of officers of Emergency Management Queensland (EMQ), local government, the Local Government Association of Queensland and State Disaster Coordination Group member agencies who contributed to the development of these Guidelines is appreciated.

Amendments

Proposals for amendment or addition to the contents of these Guidelines are to be forwarded to:

Assistant Director-General
Emergency Management Queensland
Department of Community Safety
Attn: Disaster Management Standards Branch

Postal Address: GPO Box 1425
BRISBANE QLD 4001

Physical Address: Emergency Services Complex
125 Kedron Park Rd
KEDRON QLD 4031

Version control of these Guidelines is managed by the EMQ Disaster Management Standards Branch. Reissue of these Guidelines following amendment or review will be recorded in the table below and advice of reissue will be distributed throughout the disaster management network. Recipients should take all appropriate action to ensure they are in possession of the most recent version, and that previous versions in both hard copy and electronic forms are archived accordingly. Further information can be requested by contacting the EMQ Disaster Management Standards Branch.

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<th>Amendment</th>
<th>SDMG Endorsement Date</th>
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Review Date

The Assistant Director-General, EMQ, Department of Community Safety is to ensure that these Guidelines and associated procedures are reviewed at a minimum every three years or as required.

Information for Users

Important information in this document is emphasised with this symbol

These Guidelines are available for download from the Queensland Government Disaster Management website ‘Policies, guidelines and forms’ section.

A suite of templates and sub-plan guides have been developed to assist with disaster management planning and are mentioned throughout the document. These tools are available for access through the Queensland Disaster Management Portal (DM Portal).

The DM Portal can be accessed at www.disaster.qld.gov.au in the ‘Handy emergency contacts, info, web and social media links’ section. LDMG members may also register for access to their Regional DM sub-portal. For more information on regional sub-portals contact the EMQ representative on your LDMG.
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PART I: BUSINESS AND GOVERNANCE

1 Queensland Disaster Management Arrangements

The Disaster Management Act 2003 (the Act) provides the legislative basis for the Queensland Disaster Management Arrangements (QDMA), and outlines the principles of disaster management in Queensland.

Five main principles of disaster management form the basis of the QDMA:

i. the comprehensive approach;
ii. the all hazards approach;
iii. the all agencies approach;
iv. local disaster management capability; and
v. a prepared, resilient community.

Details of these principles and supporting supplementary principles is provided in the State Disaster Management Plan (SDMP) available at www.disaster.qld.gov.au.

The QDMA is based on a four-tiered system, incorporating the three levels of government (Australian, State and Local), with an additional State government tier known as disaster districts, as demonstrated in figure 1.

Figure 1: The Queensland Disaster Management Arrangements

National Arrangements

State Arrangements
2 Disaster Management Strategic Policy Framework

Development of a Strategic Policy Framework (SPF) for disaster management for the State is a function of the State Disaster Management Group (SDMG) under the Act. The SPF guides Queensland’s disaster management strategic policy environment and direction for the development of disaster management policies and programs.

Further information and a copy of the SPF can be obtained from www.disaster.qld.gov.au.

- Local Disaster Management Groups should note the requirement under s. 57 of the Act for a Local Disaster Management Plan to include provision for the SPF.
3 Queensland Disaster Management Levels

3.1 Local Level

Section 80 of the Act outlines the functions of a local government:

- to ensure it has a disaster response capability;
- to approve its local disaster management plan; and
- to ensure information about an event or a disaster in its area is promptly given to the District Disaster Coordinator (DDC).

A ‘disaster response capability’ for local government means the ability to provide equipment and a suitable number of persons, using the resources available to local government, to effectively manage, or help another entity to manage, an emergency situation or a disaster in the local government area.

According to s. 57 of the Act, local government must prepare a Local Disaster Management Plan (LDMP), however it is a function of the Local Disaster Management Group (LDMG) to assist local government in this task.

Section 4A of the Act provides that District Disaster Management Groups (DDMGs) and the SDMG should provide local government with appropriate resources and support to help local government carry out disaster operations.

3.1.1 Local Disaster Management Groups

The functions of a LDMG as outlined in s. 30 of the Act are:

a. to ensure that disaster management and disaster operations in the area are consistent with the State group’s strategic policy framework for disaster management for the State;

b. to develop effective disaster management, and regularly review and assess the disaster management;

c. to help the local government for its area to prepare a local disaster management plan;

d. to identify, and provide advice to the relevant district group about, support services required by the local group to facilitate disaster management and disaster operations in the area;

e. to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;

f. to manage disaster operations in the area under policies and procedures decided by the State group;

g. to provide reports and make recommendations to the relevant district group about matters relating to disaster operations;

h. to identify, and coordinate the use of, resources that may be used for disaster operations in the area;

i. to establish and review communications systems in the group, and with the relevant district group and other local groups in the disaster district of the relevant district group, for use when a disaster happens;

j. to ensure information about a disaster in the area is promptly given to the relevant district group;

k. to perform other functions given to the group under the Act; and

l. to perform a function incidental to a function mentioned in paragraphs (a) to (k).

The Mayor, or another councillor of the local government, should be appointed Chair of a LDMG. The Chief Executive Officer, or another employee of the local government, should be appointed as the Local Disaster Coordinator (LDC). Refer to section 4.5 of these Guidelines for more information on the positions of Chair and LDC.
3.1.2 Local Disaster Coordination Centres
Local Disaster Coordination Centres (LDCCs) are established to operationalise LDMG decisions, plan and implement strategies and activities on behalf of the LDMG during response to a disaster event. The centre should have the capability to receive and manage information from the public and other sources, coordinate local resources and information, identify tasks where extra resources are needed and pass information and requests to the District Disaster Coordination Centre (DDCC).

3.1.3 Combined local governments
Under s. 31 of the Act, local governments may combine for the purpose of establishing a single LDMG. Approval must be provided by the Minister and the relevant DDC. A template for requesting approval is available on the DM Portal.

3.2 District level
3.2.1 District Disaster Management Groups
District Disaster Management Groups (DDMGs) are led by a Chair, who is also the DDC, appointed by the Commissioner, Queensland Police Service (QPS). DDMGs are comprised predominantly of representatives of State agencies and provide whole-of-government planning and coordination capacity to support local government in disaster operations and disaster management. The functions of a DDMG and DDC are outlined in s. 23 and s. 26 of the Act respectively and further information can be found in the Queensland District Disaster Management Guidelines available at www.disaster.qld.gov.au.

Section 47 of the Act enables the DDC, in consultation with the chair of the LDMG, to give LDMGs directions about the performance of the group’s functions.

3.2.2 District Disaster Coordination Centres
A DDCC is established to support the DDMG in the provision of State level support to local government. The DDCC coordinates the collection and prompt dissemination of relevant information to and from LDCCs and the State Disaster Coordination Centre (SDCC) about disaster events occurring within their disaster district. The DDCC will implement decisions of the DDC and DDMG, and coordinate State and Australian government resources in support of LDMGs and disaster affected communities in their district.

3.2.3 Local government members
Close partnerships between the DDMG and LDMGs are supported through at least one representative of each local government in the district being appointed as a member of the DDMG under s. 24 of the Act. Local government representatives appointed to the DDMG should be available to participate as a member of the DDMG during activation.

As soon as practicable after a local government or combined local government appoint a representative they must advise the Chief Executive of the Department of Community Safety and the Chairperson of the relevant DDMG of the appointment. It is recommended that the representative be familiar with the workings of the LDMG they represent. A template to provide this advice is available on the DM Portal.
3.2.4 Queensland disaster districts

Figure 2: Queensland Disaster Districts
### 3.2.5 Local Disaster Management Groups by disaster district

Table 1: Local Disaster Management Groups by Disaster District

<table>
<thead>
<tr>
<th>Disaster District</th>
<th>Local Disaster Management Groups</th>
<th>Size of District - km² (approx)</th>
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3.3 State Level

A number of disaster management groups and associated coordination centres, key positions and supporting committees exist at the State level of the QDMA. Further information on disaster management arrangements at the State level is available in the SDMP, available at www.disaster.qld.gov.au

3.4 Australian Government Level

At an Australian Government level the Attorney-General’s Department is the responsible agency for coordinating assistance to States and Territories. Further information on disaster management arrangements at the Australian Government level is available in the SDMP, available at www.disaster.qld.gov.au
4 Local Disaster Management Groups

4.1 Establishment and Function

LDMGs are established by local governments under s. 29 of the Act. Section 30 of the Act and section 3.1.1 of these Guidelines outline the functions of a LDMG.

4.2 Terms of Reference

LDMGs should establish Terms of Reference (ToR) to guide activities. An example ToR template is available on the DM Portal. Groups may wish to adopt the example ToR or may amend it to meet the needs of the individual local group.

4.3 Membership

Local group members are appointed under s. 33 of the Act. It is suggested that LDMG membership consists of representatives with the necessary expertise or experience and delegation authority to assist with a comprehensive, all hazards, all agencies approach to disaster management.

LDMG membership includes:

- Chairperson (must be a councillor) appointed by the relevant local government under s. 34 of the Act;
- Deputy Chairperson (recommended to be a councillor) appointed by the relevant local government under s. 34 of the Act;
- Local Disaster Coordinator (recommended to be the CEO of the local government) appointed by the relevant local government under s. 35 of the Act;
- person nominated by the Chief Executive, Department of Community Safety (DCS), normally the responsible Area Director from EMQ appointed by the relevant local government under s. 33 of the Act; and
- other persons appointed by the relevant local government under s. 33 of the Act, which should include:
  - council representatives;
  - local emergency services – QPS, Queensland Ambulance Service (QAS), Queensland Fire and Rescue Service (QFRS), SES Incident Controller;
  - non-government organisations such as welfare organisations or community groups;
  - other representatives as identified by the local government’s functional requirements.

Appointments under the Act can be made to a person or by position (see s. 24A of the Acts Interpretation Act 1954). It is strongly recommended that appointments be made by position which eliminates the need for a new appointment when a change in personnel occurs. However, where a position title changes a new appointment will be required.

Where a person or position undertakes a dual function as LDMG and DDMG member, consideration should be given to appointing a deputy to both positions.

4.3.1 Deputy appointment

Section 40A of the Act allows a member of a disaster management group, with the approval of the Chairperson, to appoint, by signed notice, another person as their deputy. In identifying and nominating a deputy, a disaster management group member must acknowledge that the nominated person has the necessary expertise or experience to perform the functions associated with membership of the group. A template for a member of a LDMG to appoint a person as their deputy is available on the DM Portal.
4.3.2 Disaster management functions

In addition to the legislated members of the group, LDMGs may consider appointing members or advisors to ensure adequate coverage of the functions of disaster management. These functions are deemed essential to managing the consequences of events and their impact and help to define the roles and responsibilities of agencies involved in disaster operations.

Disaster management functions are:
- building and engineering services;
- communications services;
- electricity, fuel and gas supply;
- emergency supply;
- health services;
- public information;
- transport systems;
- warnings;
- economic recovery;
- environmental recovery;
- human-social recovery; and
- infrastructure recovery.

The SDMP provides information on the Queensland government functional lead agency for each disaster management function and planning assistance can be sourced if required through members of these agencies on district groups.

4.4 Member Responsibilities

In undertaking their normal LDMG responsibilities, members should ensure they:
- attend LDMG activities with a full knowledge of their agency resources and services and the expectations of their agency;
- are available and appropriately briefed to actively participate in LDMG activities to ensure that plans, projects and operations use the full potential of their agency or function, while recognising any limitations;
- are appropriately positioned within their agency to be able to commit agency resources to LDMG normal business activities;
- attend and complete appropriate disaster management training to ensure an adequate level of understanding of the Queensland Disaster Management Arrangements and Framework; and
- have an appointed deputy who has the necessary expertise or experience, and is appropriately trained to take on their responsibilities should they be unavailable, or to provide additional support during extended operations.

Members should maintain a state of readiness for activations by:
- maintaining current contact registers for LDMG members;
- maintaining copies of the Local Disaster Management Plan (LDMP) and supporting documentation, as appropriate.
• ensuring resources are available to participate in disaster operations; i.e. access to a laptop, information management templates, operational checklists, telecommunications and human resource provisions;
• being appropriately positioned within each agency to be able to commit agency resources to LDMG operational activities; and
• participating in disaster management exercises and training opportunities.

In order to be effective during operations, LDMG members should:

• immediately inform their agency of the activation of the LDMG and reinforce their role as the designated single point of contact between the LDCC and their agency;
• when possible, assess the likelihood of extended operations and the possible need to implement LDMG member relief arrangements;
• ensure that a liaison officer for their agency is present at the LDCC as the liaison point of contact (if required), and ensure plans are in place for continuity of agency representation in the LDCC during extended operations;
• maintain a close liaison with all members of the LDMG including participating in briefings/meetings of the LDMG and operating from the LDCC, if appropriate; and
• ensure appropriate agency-specific disaster cost management arrangements are established quickly and utilised effectively, including the collation of financial documentation to ensure costs are captured for reimbursement, where eligible.

4.5 LDMG Executive

4.5.1 Chairperson

In accordance with s. 34 of the Act the relevant local government should appoint a Chairperson to the LDMG. The Chairperson must be a councillor of a local government. The functions of the Chairperson are to:

• manage and coordinate the business of the group;
• ensure, as far as practicable, that the group performs its functions; and
• report regularly to the relevant district group and the Chief Executive DCS about the performance by the group of its functions.

In accordance with s. 41 of the Act, the Chairperson is to preside at LDMG meetings.

4.5.2 Deputy Chairperson

In accordance with s. 34 of the Act the relevant local government should appoint a person to be the Deputy Chairperson to the LDMG. Section 41 of the Act provides that the Deputy Chairperson is to preside at LDMG meetings if the Chairperson is absent from the meeting. It is recommended that the Deputy Chairperson is also a councillor of the local government.

4.5.3 Local Disaster Coordinator

In accordance with s. 35 of the Act the LDMG Chairperson must, after consultation with the Chief Executive DCS, appoint in writing the local government CEO or another suitable employee as LDC. A template advising of the appointment of the LDC is available on the DM Portal.

In making this appointment, the Chairperson must be satisfied that the person appointed as LDC has the necessary disaster management expertise or experience to successfully perform the role.
The functions of the LDC in accordance with s. 36 of the Act are to:

- coordinate disaster operations for the local group;
- report regularly to the local group about disaster operations; and
- ensure, as far as practicable, that any decisions of the local group about disaster operations are implemented.

4.5.4 Local Recovery Coordinator

The LDMG may appoint a Local Recovery Coordinator (LRC) to coordinate recovery at the local level. The LRC is appointed by the Chairperson, after consultation with the Chair of the SRG and may be appointed pre-emptively. The person appointed may not be the same person appointed as the LDC. The LRC and LDC should liaise regularly during disaster operations.

The role of a LRC, where appointed, is to chair the Local Recovery Group, liaise with functional lead agency representatives, and work with agencies and the community to assist the LDMG to implement their Recovery Sub-Plan and coordinate a recovery strategy during disaster operations.

4.5.5 Secretariat

Each LDMG may appoint a Secretariat to administer the business and governance of the group. The Secretariat is not a legislated position, therefore should be appointed by, and report to the Executive Team. If the appointed Secretariat is not a member of the LDMG, this position should not be included in the calculation of a quorum.

A Secretariat may provide support to the LDMG including:

- managing legislative requirements relating to administration and meetings;
- managing the LDMG meeting cycle and associated responsibilities including monitoring action items and resolutions;
- maintaining member contact details in accordance with information privacy principles;
- managing information, record keeping, decision making and administrative requirements; and/or
- monitoring member induction and training records.

Changes to the LDMG Executive Team, either permanent or temporary for more than a two week period, should be advised via written notification to the relevant DDC and the Chief Executive DCS. Templates for permanent and temporary changes are available on the DM Portal. Advice of temporary changes should also be provided to the SDCC in case of a disaster event and can be emailed direct to SDCC@dcs.qld.gov.au

4.6 Advisors to the LDMG

The LDMG may invite participants from a range of entities, such as industry and community organisations to participate in the business of the group in an advisory capacity, as required.

It is suggested the list of LDMG advisors is regularly reviewed to reflect current disaster management arrangements for the local government area. Whilst advisor input is considered by members in their decision making, meeting resolutions will only be carried by member consensus and advisors will not be included in the calculation of a quorum.

Where it is important that an advisor has full voting rights, the LDMG should consider whether to appoint the person as a member under s. 33 of the Act.
It is recommended that contact details for advisors are maintained, updated and treated the same as member details in order to be prepared for operational and post-operational activities.

4.7 LDMG Sub-Groups

LDMGs may have cause to create sub-groups, whether permanent or temporary, to assist the group with its business. Examples of this may be a Local Recovery Group, an evacuation project team, a cyclone shelter operations management group or a sub-group formed to deal with a particular issue relating to that local government area.

In these circumstances, the creation of a sub-group must be passed as a LDMG meeting resolution. Terms of Reference should be established to give clear guidance on the establishment, role and function, required outcomes and conduct of business of the sub-group. All sub-groups should be required to provide the LDMG with regular updates at LDMG meetings.

It should also be noted that any decisions made or actions taken by or on behalf of these sub-groups should be endorsed by the LDMG during normal business, or during disaster operations by the LDMG or LDC, to ensure the validity of decisions under the Act.

4.8 Membership Records

Each LDMG is required to maintain a register of its current members and advisors for reference during both general business and operational periods. As a minimum, details should consist of:

- full name;
- designated position title;
- department/organisation or agency name;
- work address;
- business and after hours telephone numbers (both landline and mobile); and
- email address.

Templates to collect and store LDMG member contact details, for agencies to advise the LDMG of a change to their member details and to develop a membership register are available on the DM Portal.

Membership records must be collected, stored and disposed of in accordance with the Information Privacy Principles contained in Schedule 3 of the Information Privacy Act 2009.

When the LDMG member register is altered, an updated copy should be provided to the relevant DDC. If the alteration relates to a member of the Executive Team of the LDMG, it is also important that the SDCC is advised to maintain currency of contact details in case of a disaster event.

Under s. 37 of the Act local government are required to give written notice of LDMG membership to the Chief Executive DCS and the relevant DDC, at least once a year. This information can be provided via formal correspondence, email advice and/or as an annexure to the LDMG Annual Status Report to the DDMG.
4.9 Induction

LDMG members are required to undertake a LDMG Member Induction as soon as possible following appointment. This will normally be conducted by the LDC and the EMQ member on the group.

Inductions are also required for the positions of LDC and LRC. These inductions should be undertaken as soon as possible following appointment to these positions.

Induction training is available through the Queensland Disaster Management Training Framework and further information can be obtained from the EMQ member on the LDMG.
5 Business and Meetings

In accordance with s. 38 of the Act, the LDMG may conduct its business, including its meetings, in a way it considers appropriate. The Act prescribes the following requirements with regards to the conduct of meetings:

- Meetings must be held at least once every six months at times and places decided by the Chairperson (s. 39). Additional meetings may be held as required, but must be held if asked for in writing by at least one-half of LDMG members, or by the DDC.

- A quorum is required for meeting resolutions to be officiated (s. 40) equal to one-half of LDMG members plus one, or when one-half is not a whole number, the next highest whole number. An appointed deputy attending a meeting on behalf of a LDMG member is to be counted in the quorum (s. 40A). A template for recording attendance at LDMG meetings is available on the DM Portal.

- The Chairperson or Deputy Chairperson is to preside at meeting (s. 41). If both are absent the Chairperson or Deputy Chairperson may appoint another member of the group to preside. If both offices are vacant the group will choose a member to preside.

- Meetings may be held, or members may take part using any technology that reasonably allows them to hear and take part in discussions (s. 42). Members participating through these means are taken to be present at the meeting.

- Resolutions may be passed at meetings, however are also considered valid if a majority of members give written agreement and notice of the resolution is given under the group’s approved procedures (s. 42).

- Minutes of meetings must be kept (s. 43).

A variety of templates to assist LDMGs to manage business and meetings are available on the DM Portal.

5.1 Attendance

If a member, or their appointed Deputy, continually does not attend LDMG meetings it is suggested that the LDMG Executive Team meet with the member to discuss the ongoing non-attendance at LDMG meetings. A formal record of LDMG member attendance should be maintained and this can be used to monitor member attendance across meetings. A template to monitor progressive meeting attendance is available on the DM Portal.

5.2 Meeting Minutes

The LDMG meeting minutes should provide a summary of key discussion points and resolutions and may be subject to public scrutiny under the Right to Information Act 2009. It should be noted in the minutes whether or not a quorum was established at the meeting. The meeting attendance sheet should then be attached to the back as an accurate account of who attended the meeting and whether the meeting had a quorum, thus making any resolutions or decisions valid.

An example of a LDMG meeting Minutes template is available on the DM Portal.

5.2.1 Flying minute

A flying minute may be used to progress business of an urgent nature in the instance where convening a meeting of the LDMG is not practicable. The passing of resolutions via flying minute is allowed under s. 42 of the Act if a majority of members provide written agreement. Templates for LDMG flying minute, LDMG briefing paper and LDMG agenda are available on the DM Portal.
5.2.2 Resolution statement
In addition to meeting minutes, the LDMG Secretariat should produce a resolution statement to provide a running log of actions undertaken and an audit trail through to the acquittal of those resolutions. Once acquitted the resolution should be recorded on a resolution register.

An example of a LDMG Resolution Statement is available on the DM Portal.

5.2.3 Resolutions register
For governance purposes, a register detailing each resolution passed by the LDMG and details of actions undertaken to acquit the resolution should be kept. This provides an easy reference document and a historical record of past LDMG resolutions.

An example of a LDMG Resolutions Register is available on the DM Portal.

5.3 Letterhead/Logo
As LDMG business is conducted on behalf of the relevant local government or combined local governments, the relevant local government/s letterhead and logos should be used for all LDMG business.

5.4 Records Maintenance
When managing LDMG records, the LDMG must comply with the requirements of the Public Records Act 2002 and records may be subjected to public scrutiny under the Right to Information Act 2009.

The Queensland State Archives General Retention and Disposal Schedule for Administrative Records outlines the requirements for retaining documents in accordance with the Public Records Act 2002. The Schedule and further information for LDMGs, including managing records during disaster events, can be obtained at www.archives.qld.gov.au in the section "Recordkeeping for Government".

5.5 Annual Reporting
It is important that LDMGs have input into the SDMG annual reporting process. To enable this LDMGs are required to complete a status report at the end of each financial year and provide the completed report to the relevant DDC. LDMGs may contact the EMQ member on the group for advice and assistance in the completion of the annual status report. A template for LDMGs to develop a disaster management annual status report is available on the DM Portal.
PART II: PLANNING AND PREPARATION

6 Local Disaster Management Planning

6.1 Overview of Disaster Management Planning

Disaster management planning ensures safer and more resilient communities through the identification and application of all appropriate measures for the prevention, preparation, response and recovery to disaster events. Disaster management planning is the process of developing and implementing plans and procedures that document how a community or group intends to deal with disasters. It should be viewed as an ongoing process that aligns to corporate and strategic planning cycles.

Effective disaster management planning requires the integration of:

- **Plan development** – enables agreements and provides a record of commitments between people and organisations to meet community needs during disasters;
- **Disaster risk assessment** – consideration of the likely effects of hazardous events and the measures by which they can be minimised;
- **Mitigation** – taking steps to reduce the impact of disaster events;
- **Community education** – activities undertaken pre-event to inform community members about local disaster risks and the appropriate actions to prepare for a disaster event;
- **Training and exercises** – developing capability through the acquisition and testing of knowledge, skills and competencies;
- **Response** – functions and actions required for effective event response;
- **Recovery** – functions and actions required for effective event recovery; and
- **Review and assessment** – ensure consistency with higher level policy and accurately reflect hazards and risk levels.

A typical disaster management planning process may follow the diagram in Figure 3. The environment, the population, the assessed risks and the capabilities of the LDMG to carry out the process determine the simplicity or complexity of this task. Disaster management planning should be viewed as an ongoing continual improvement process that incorporates detailed disaster risk management principles and aligns to local government corporate and strategic planning cycles.
Figure 3: Disaster management planning process

- **Determine Authority to Plan**
  *(Disaster Management Act 2003)*

- **Establish Local Disaster Management Group**
  *(Disaster Management Act 2003)*

- **Conduct Risk Assessment**
  *(AS/NZS ISO 31000:2009)*

- **Determine Responsibilities**

- **Analyse Capabilities**

- **Develop Disaster Management Arrangements & Systems**
  *(Standard Operating Procedures/Governance Procedures)*

- **Document Local Disaster Management Plan**
  *(Disaster Management Act 2003)*

- **Test Local Disaster Management Plan**
  *(Exercise or Event)*

- **Review and Renew Local Disaster Management Plan**
  *(Disaster Management Act 2003)*
7 Local Disaster Management Plan

In accordance with s. 58 of the Act, the LDMP must be consistent with the Queensland Local Disaster Management Guidelines and other associated Guidelines which form part of the QDMA. Under s. 59 the LDMP may be reviewed, or renewed, when the local government considers it appropriate, however, the effectiveness of the plan must be reviewed at least once a year.

A LDMP should be developed in conjunction with stakeholders in the local area to outline the potential hazards and risks that are relevant to that area. It should outline steps to mitigate the potential risks as well as response and recovery strategies, should it be required. A LDMP should have information pertaining to all aspects of the comprehensive approach to disaster management for the local government area.

In accordance with s. 60 (1) of the Act, a copy of the LDMP must be available in written or electronic form for inspection, free of charge, by members of the public at the local government’s head office and at other places the CEO of the local government considers appropriate. This must include making the LDMP available on the local government website.

The local government must give a person a copy of the plan if requested, however an appropriate fee that is no more than the reasonable cost incurred of providing a copy may be charged. The appropriate fee is decided by the CEO of the local government.

7.1 Rationale

The rationale for the development of a LDMP is to:

- increase the safety and sustainability of the local community;
- reduce or eliminate risk to the community and community infrastructure;
- inform disaster management responses at district and State levels;
- be consistent with emergent best practice disaster management issues;
- promote effective liaison between local government and other agencies involved in disaster management; and
- ensure compliance with the Act.

7.2 Content

The development of a LDMP should be based on the comprehensive approach to disaster management covering prevention, preparedness, response and recovery.

According to s. 57 of the Act, a LDMP must include provision for:

- the State SPF and local government policies for disaster management;
- the roles and responsibilities of entities involved in disaster operations and management in the area;
- the coordination of disaster operations and activities performed by these entities;
- events that are likely to happen in the area;
- strategies and priorities for disaster management for the area;
- the matters stated in these Guidelines as matters to be included in the plan; and
- other matters about disaster management the local government considers appropriate.

A generic template for developing a LDMP is available on the DM Portal.
7.3 Structure

The recommended structure of a LDMP should include:

- Administration and governance
- Local Disaster Management Group
- Disaster risk assessment;
  - Community context
  - Hazards
  - Risk Assessment
  - Risk Treatment
- Capacity Building
  - Community Education
  - Training
  - Exercises
  - Post-disaster assessment
- Response Strategy
- Recovery Strategy
- LDMG Sub Plans.

Subsequent sections of these Guidelines will provide further advice and information on each component.

7.4 Administration and Governance

This section of the LDMP should outline in detail the administration and governance arrangements for the LDMG. This information should include all aspects of the plans and processes the LDMG has put in place to satisfy the requirements in Section I: Business and Governance of this Guideline.

This section of the plan should include but is not limited to:

- introduction including purpose and objectives;
- statement of establishment and authority to plan referencing the Act;
- LDMG Terms of Reference;
- statement of compliance with legislation, guidelines and SPF;
- approval of executive members;
- amendment register and version control;
- distribution and availability of plan;
- definitions, abbreviations and acronyms;
- processes and timeframes for internal review and external assessment; and
- governance processes (including, but not limited to, collection and management of membership details, meeting schedules and processes, requirements for establishment and management of sub-groups; identification and engagement with advisors).
7.5 Local Disaster Management Group

This section of the LDMP should provide detailed information on the involvement in and between all departments, agencies and organisations represented on the LDMG. The role and responsibilities undertaken by these members should be agreed to and formally documented by the LDMG in the plan.

This section should include, but not be limited to, information on:

- roles and responsibilities of core member agencies including primary responsibility for the development of sub-plans;
- details of levels of authority required for each core member agency (ability to make decisions and commit resources on behalf of the organisation), and evidence of the nominated LDMG member possessing such authority, or alternately, processes to be followed to gain appropriate authority based on identified requirements;
- Terms of Reference and governance procedures for LDMG sub-groups; and
- details of any agreements or memorandums of understanding between member agencies or between the LDMG and external contractors.

7.6 Disaster Risk Assessment

Disaster risk assessment is the process used to determine risk management priorities by evaluating and comparing the level of risk against predetermined standards or other criteria.

Disaster risk assessments determine community vulnerability through the identification and examination of hazards to identify risk, analysis of the risk to evaluate the likelihood and consequence of a disaster occurring and analysis of the evaluation to identify treatment options. These assessments allow for the targeting of mitigation, preparation, recovery and resilience actions to achieve safer and more sustainable communities.

In order to understand types of hazards and their associated risks to the local government area, the LDMG must develop an understanding of:

- the local community characteristics through an environmental scan;
- hazards that may impact within the local government boundary and those which may impact across boundaries, including the associated risks;
- the probable consequences of the risk, and the likelihood that it will have a detrimental impact, including an understanding of historical events and impacts on the community;
- treatment options and the capacity of the LDMG to implement these options.

Disaster risk management is based on the Australian/New Zealand Standard AS/NZS ISO 31000:2009 Risk management – Principles and guidelines. This standard provides the basis for the disaster risk assessment process. The standard is available for purchase at www.saiglobal.com

7.6.1 Community context

To commence the risk assessment process, an understanding of the community context should be obtained. This can be done by mapping community characteristics, as outlined in table 2. The characteristics to be considered will depend on the nature of the area being described and care should be taken to ensure considerations are kept at the local level, factoring in both present and potential characteristics of the community profile.
Queensland Local Disaster Management Guidelines

Table 2: Community Characteristics

<table>
<thead>
<tr>
<th>CHARACTERISTIC</th>
<th>DETAILS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Geography</td>
<td>The physical environment and location of the area including boundaries, major geographic features, vegetation, general land-use patterns and proximity to hazards.</td>
</tr>
<tr>
<td>Climate and weather</td>
<td>The climate and seasonal weather patterns for the area including projected impacts of climate change. Refer to <a href="http://www.climatechange.qld.gov.au">www.climatechange.qld.gov.au</a> for further information.</td>
</tr>
<tr>
<td>Population</td>
<td>Population statistics including distribution and growth, general demographics, cultural, religious and language considerations, socioeconomic status and mobility.</td>
</tr>
<tr>
<td>Vulnerable people</td>
<td>People highly vulnerable to the impacts of hazards including young people and the elderly, and those with a disability. Include an awareness of where these people are likely to be situated, the requirements to support their early evacuation and strategies required to tailor messages and community education activities to these populations and their carers.</td>
</tr>
<tr>
<td>Community preparedness</td>
<td>Determine the various levels of community preparedness and identify potential barriers to preparedness and strategies required to tailor messages and community education activities to address these threats where possible.</td>
</tr>
<tr>
<td>Industry</td>
<td>Predominant industry type/s, and the facilities associated with each industry.</td>
</tr>
<tr>
<td>Critical infrastructure</td>
<td>Locations of critical infrastructure including government buildings and facilities, major roads, rail and airports, referable dams.</td>
</tr>
<tr>
<td>Essential services</td>
<td>Significant electricity, gas, water, sewerage or telecommunications infrastructure.</td>
</tr>
<tr>
<td>Hazardous sites</td>
<td>Sites that produce or store hazardous materials that by content and/or location pose a potential risk.</td>
</tr>
<tr>
<td>Public buildings, spaces and events</td>
<td>Significant public buildings or mass gathering locations, such as major shopping centres or stadiums.</td>
</tr>
<tr>
<td>Proposed future development</td>
<td>Proposed urban or infrastructure developments.</td>
</tr>
<tr>
<td>Neighbour relationships</td>
<td>Key elements of neighbouring areas, including potential risks across boundaries, that may influence or impact arrangements.</td>
</tr>
</tbody>
</table>

7.6.2 Risk identification

In a disaster management context identification of both natural and non-natural hazards forms the basis for risk identification. A hazard is a source of risk or a situation with a potential to cause loss. It is important that the LDMG is cognisant of the hazards that may impact the local area and the potential risks posed by the impact of these hazards. The LDMG should also acknowledge and consider the impacts and effects of hazards to and from bordering local government areas.

Depending on the type of hazard, examples of associated risks may include death or injury, property, social, economic and environmental damage.
Descriptions of hazards should include:

- geographic extent – what area will be affected (mapped where appropriate);
- frequency of impact – return periods, historical events;
- severity/intensity of hazard – category, strength, speed etc.;
- onset and duration timeframes; and
- projected impact of climate change.

Table 3: Examples of Natural and Non-Natural Hazards

<table>
<thead>
<tr>
<th>Natural Hazards</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Meteorological</strong></td>
<td>• Cyclone</td>
</tr>
<tr>
<td></td>
<td>• Storm tide</td>
</tr>
<tr>
<td></td>
<td>• Severe weather</td>
</tr>
<tr>
<td></td>
<td>• Tornado</td>
</tr>
<tr>
<td></td>
<td>• Bushfire</td>
</tr>
<tr>
<td></td>
<td>• Flood, including flash flooding</td>
</tr>
<tr>
<td><strong>Geological</strong></td>
<td>• Earthquake</td>
</tr>
<tr>
<td></td>
<td>• Landslip and/or debris flow</td>
</tr>
<tr>
<td></td>
<td>• Tsunami</td>
</tr>
<tr>
<td><strong>Biological</strong></td>
<td>• Epidemic human disease</td>
</tr>
<tr>
<td></td>
<td>• Animal and/or plant disease</td>
</tr>
<tr>
<td></td>
<td>• Insect and vermin plague</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Non-Natural Hazards</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Human-caused</strong></td>
<td>• Terrorism</td>
</tr>
<tr>
<td></td>
<td>• Explosion</td>
</tr>
<tr>
<td></td>
<td>• Fire</td>
</tr>
<tr>
<td></td>
<td>• Sabotage of essential services</td>
</tr>
<tr>
<td></td>
<td>• Information technology virus/significant compromise</td>
</tr>
<tr>
<td></td>
<td>• Major transport incident</td>
</tr>
<tr>
<td><strong>Technological</strong></td>
<td>• Failure of critical infrastructure</td>
</tr>
<tr>
<td></td>
<td>• Hazardous materials accident</td>
</tr>
<tr>
<td></td>
<td>• Dam failure</td>
</tr>
<tr>
<td></td>
<td>• Aeronautical and/or space debris</td>
</tr>
<tr>
<td></td>
<td>• Transport related mechanical failure</td>
</tr>
</tbody>
</table>

A complete and rigorous risk identification process, including the identification of all possible hazards which may affect the area and the resulting risks, should be undertaken with input from all LDMG members to ensure a rigorous process.

The LDMG should undertake the risk assessment based on the Australian/New Zealand AS/NZS ISO 31000:2009 Risk management – Principles and guidelines. If risk management strategies require further assistance this may be sought from the appropriate DDMG. Results should be displayed in a Local Risk Register. A template for a Local Risk Register is available on the DM Portal.
7.6.3 Risk analysis and evaluation

Risk analysis is the process whereby a LDMG will decide which identified risks require treatment and which will be accepted or tolerated. During this process LDMGs should also identify the most appropriate treatments based on the level of risk and the resources and options available to the LDMG.

The process of risk analysis includes evaluating the source and possible consequences of the risk, and the likelihood that those consequences will occur. This can be achieved through the use of a risk matrix. The consequence of the risk is mapped against the likelihood that it will occur, which provides a risk rating. LDMGs can then decide which levels of risk they will treat, and which they will accept. For example, extreme, high and moderate risks may be treated, while low risks may be accepted and no further action taken. Risk management resources available to support the risk assessment process for your local government area are available at Section 7.8 of these Guidelines.

7.7 Disaster Risk Treatment

Once risks in the local government area have been identified, analysed and evaluated, the LDMG can identify appropriate strategies to treat each risk. The LDMG should populate the Local Risk Register and develop a strategy in the form of a Local Risk Treatment Plan that identifies preferred treatment options, responsibilities and timeframes for implementation.

Examples of risk treatments are:

- avoid the risk through changes to decision making;
- transfer the risk through the identification of ownership and associated responsibility;
- mitigate the risk through implementing strategies to decrease the impact of the risk; or
- accept the risk through insurance or implementing business continuity management strategies.

7.7.1 Disaster mitigation

Disaster mitigation is a risk treatment which outlines means taken in advance of, or after a disaster to decrease or eliminate its impact on communities, the economy, infrastructure and the environment. The implementation of appropriate and targeted mitigation initiatives can offer more sustainable cost savings to communities and government in the event of a disaster.

Mitigation efforts can reduce the consequences of events, even if they fall short of preventing an event from happening directly. Depending on the chosen strategies, initiatives should work towards reducing the financial and social costs to communities over time, improving the built environment, and reducing impact on, and damage to, the natural environment.

Examples of mitigation strategies may include:

- design improvements to infrastructure or services;
- land use planning and development decisions that account for natural hazard risks and changes in those risks;
- public information provision to raise awareness of local disaster risks, what is likely to happen during a disaster, local evacuation arrangements and specific measures available for groups who require particular assistance (for example, the elderly, ill and people with a disability);
- resilience activities including partnership building and engagement between sectors;
- community education programs to build knowledge of the appropriate actions to prepare for and respond to a disaster event; or
- annual programs, e.g. vegetation management around essential services and critical infrastructure (power lines etc.).
The development of mitigation strategies should flow from analysis of the LDMG Risk Register and there should also be a clear link to the member organisations which form part of the LDMG to ensure that each risk and strategy are coordinated and managed by the most appropriate entity.

**Natural Disaster Resilience Program**

The Natural Disaster Resilience Program (NDRP) is a joint Australian and Queensland government funded competitive grant program aimed at mitigating disaster risk and building community resilience. The NDRP vision is “to reduce Queensland communities’ vulnerability to natural hazards by supporting regional councils and other stakeholders to build community resilience”.

Further information on the NDRP, including submission requirements and deadlines, is available at www.communitysafety.qld.gov.au/ndrp.

**7.7.2 Residual risk**

Through the application of the risk assessment process outlined in **ISO 31000:2009**, there will be instances where the LDMG identifies the application of treatment options at the local level will not be adequate and residual risk remains requiring further assistance.

Transferring all or part of this risk through risk sharing is an available treatment option. The application of risk sharing at the local level would involve the transfer or sharing of the risk with neighbouring LDMGs, the relevant DDMG or other stakeholders.

To ensure the appropriate management of the sharing of risk it is important the LDMG consults with entities suitable for sharing the risk, ensures that appropriate agreements are in place, documents and notifies these entities of the details when this is nominated as a treatment option. Any transfer of risk by an LDMG should be clearly stated in the LDMP.

**7.8 Risk Management Resources**

Further resources on the phases of disaster risk management to assist LDMGs in developing a Local Risk Register and a Local Risk Treatment Plan are:


An additional publication “A Guide to Disaster Risk Management in Queensland Aboriginal and Torres Strait Islander Communities” is available at www.disaster.qld.gov.au.

**7.9 Capacity Building**

Capacity is a combination of the capability and the resources available to the LDMG that can reduce the level of risk, or the effects of a disaster. Capacity can be built through a combination of training and exercise programs targeted to specific local requirements.

The practice of continuous improvement involves processes and arrangements being regularly evaluated and improved to ensure they remain relevant, efficient, effective and flexible.
As depicted in Figure 4, the implementation and delivery of training and exercises are critical elements in the continuous improvement of disaster management capacity building.

7.9.1 **Community education**

LDMGs and DDMGs have a joint responsibility to ensure their community is as prepared and resilient for potential events as available resources will allow. It is important to acknowledge that hazards and community characteristics may be similar across local governments and media broadcast areas will routinely overlap local government boundaries. In recognition of these facts, LDMGs should identify opportunities for consistent messaging, joint programs and commonalities, in conjunction with the relevant DDMG.

The LDMG should coordinate community education activities pre-event/pre-season run by the appropriate agencies to inform community members about some of the following matters:

- local disaster risks;
- what is likely to happen during a disaster (for example, power outages and road closures);
- the appropriate actions to prepare for a disaster event;
- whom to contact if assistance is needed during a disaster (and contact details);
- local evacuation arrangements (when to evacuate and where);
- information about the National Registration Inquiry System (to encourage individuals to self-register when evacuating);
- specific measures available for groups who require particular assistance (for example, the elderly, ill and people with a disability);
- what to do with household pets when evacuating;
- types of warnings that are used in the area, what they mean and what to do in the event of a warning; and
- where and how to obtain information before, during and after a disaster.
The LDMG’s community education activities should be targeted at addressing the specific needs of local communities. To support this, the LDMG should take into account the outcomes of their disaster risk assessment.

Community education activities should comprise general information provision as well as targeted education programs for groups with particular needs with regards to disaster preparedness. Examples of targeted programs may include:

- making disaster preparedness information available to communities with special needs including different ethnic groups and persons with a disability;
- encouraging pet owners to consider what they will do with their pets in the event of disaster; and
- providing information to tourists about evacuating in a disaster.

LDMGs should develop a community education program targeted at addressing the specific needs of local communities through a range of activities which may include:

- community events;
- seasonal community education campaigns (including media campaigns);
- social marketing; and
- community engagement activities.

7.9.2 Training

Disaster management training has been identified nationally as an essential means through which agencies can develop and maintain their disaster management capabilities and capacity. Training and education can provide the knowledge, skills and attitudes required to address the issues of disaster management through prevention, preparedness, response and recovery. Furthermore, training is important in ensuring that all agencies can seamlessly integrate their arrangements and contribute to effective and coordinated disaster operations.

Training for disaster management stakeholders is undertaken in accordance with the Queensland Disaster Management Training Framework which outlines available training courses and the intended stakeholders. The Framework encompasses the arrangements themselves, the processes, functions and activities that underpin disaster management and disaster operations.

As one of the activities undertaken to maintain or enhance capability under the QDMA, the Act provides a legislative requirement for EMQ to ensure that persons involved in disaster operations are appropriately trained. It is also the responsibility of all stakeholders with disaster management and disaster operations roles to undertake the training relevant to their role as outlined in the Queensland Disaster Management Training Framework.

Each LDMG should regularly assess training needs and develop a LDMG Training Program in consultation with the EMQ member on the LDMG. Where possible, this training program should maximise opportunities for joint training between LDMGs and other groups involved in the QDMA.

The Queensland Disaster Management Training Framework is available on the DM Portal and further information on the Framework and disaster management training can be obtained through the EMQ member on the LDMG.

7.9.3 Exercises

An exercise is a controlled, scenario driven, objective based activity used to train or assess personnel, evaluate procedures and test the availability and suitability of resources.

Exercises are an essential component of disaster preparedness and should be used by the LDMG and member agencies to enhance capacity and capability, and contribute towards continuous improvement.
Queensland Local Disaster Management Guidelines

Section 59 of the Act requires that the effectiveness of a LDMP must be reviewed at least once a year. The conduct of an exercise is one mechanism the group may use to meet this requirement. The LDMG should develop an exercise program to reinforce training and maintain the disaster management capacity and capabilities of the group.

EMQ provides an annual program of major exercises across the State where it works with DDMGs and regional EMQ staff to facilitate large scale and/or more complex exercises. LDMGs may be provided the opportunity to participate in these exercises, or may wish to conduct their own exercises. However, it should also be noted that frequent, smaller exercises can be as effective as conducting one large exercise.

Planning the exercise
In planning an exercise, the LDMG should consider the following:

- What is the need for exercising?
- What is the aim of the exercise?
- What are the objectives to be achieved as a result of the exercise?
- What style of exercise is most appropriate?
- What resources will be required to develop, conduct and evaluate the exercise?

Conducting the exercise
The LDMG should consider exercising:

- processes within the LDMG (e.g. activation, communications, decision making);
- disaster management activities (e.g. coordination centre management, resupply, evacuation);
- interactions between LDMGs and with their respective DDMG; and
- response arrangements for specific hazards (e.g. pandemics, flood, cyclone etc).

Exercises can be conducted using the following styles:

- Discussion exercises (desktop exercises) can be used by participants to think through scenarios or plans, talk through issues and discuss possible solutions.
- Functional exercises are conducted in an operational environment with participants performing their individual role and functions. They may be used to practice or evaluate procedures or decision making, or assess interaction of groups, for example coordination centres with field units.
- Field exercises involve the scalable mobilisation of personnel and/or resources to a simulated incident. They are the most labour and planning intensive, however allow participants to be tested under a degree of realistic operational stress in a controlled environment.

Evaluating the exercise
In determining whether an exercise achieved its original aim, it is important to evaluate to what extent the exercise objectives were met and how the exercise was conducted generally.

At the conclusion of an exercise it is also important that debriefs are conducted to capture issues and areas for improvement. It is recommended that the LDMG consider the use of hot debriefs, conducted immediately following participants’ involvement in the exercise; and a more detailed After Action Review conducted within a few days of the exercise, to allow participants time to provide a more considered view of the exercise.
When feedback is being collected it is important to consider issues and action items in two separate categories:

1. Exercise design and conduct – issues and feedback relating to the exercise format, design and conduct. This feedback will help to inform the design and conduct of future exercises.

2. Achievement of exercise objectives – the exercise evaluation process should examine to what extent the exercise objectives were achieved. Any gaps or issues identified during this process can be reported as ‘findings’. Tabling these findings allows for the development of appropriate treatment options designed to address identified gaps and issues. Exercise findings and treatment options should then be captured in a wider Post-Exercise Report.

Further information on the State exercise program can be obtained by contacting the EMQ member on the LDMG.

7.9.4 Post disaster review

The review of operational activities undertaken during a disaster is a key component in ensuring capability development and the continuous improvement of disaster management arrangements.

Post-disaster reviews are conducted to:

- assess disaster operations undertaken for a given disaster including actions, decisions or processes;
- document those processes that worked well and identify a course of action to ensure that they are captured and updated in relevant doctrine for use in the next operation; and
- assess capability and consider where additional training, community education and/or exercises may enhance capability.

The LDMG may choose to review its operations following an event through one or more of the following:

**Hot debrief** – debrief undertaken immediately after operations are complete giving participants the opportunity to share learning points while the experience is still very fresh in their minds. Multiple hot debriefs during protracted operations may be appropriate to identify significant issues and provide prompt solutions for immediate implementation.

**Post event debrief** – held days or weeks after an operation, when participants have had an opportunity to take a considered view of the effectiveness of the operation.

Recommendations resulting from reviews may include:

- QDMA or district level issues for referral and consideration by the DDMG.
- issues for resolution by the LDMG, including mitigation strategies.
- advice for improvements to local disaster management arrangements.

Any post-disaster review reports generated by a LDMG should also be forwarded to the relevant DDC for consideration.

A Post Event Analysis may also be conducted using a cooperative panel approach between EMQ and QPS. This process is designed to look for district and State level issues that can be maintained and improved across the QDMA, its member agencies and the conduct of business between the SDMG, DDMG and LDMG.
This report may make recommendations or suggest treatment options to any of the three disaster management levels and/or agencies involved on how disaster management is delivered within the QDMA.

Further information on Post Event Analysis and systems improvement can be obtained by contacting the EMQ member on the LDMG.

7.10  Response Strategy

The LDMP should include an all hazards response strategy to enable potential impacts and the consequences of disaster events to be addressed through the development of a flexible and scalable approach.

When developing this section of the Plan, the LDMG should remain cognisant of the realistic response capability of the LDMG and event parameters that the LDMG considers are within their ability to address.

The response strategy is supported by a suite of sub-plans. Further information can be found in section 8 of these Guidelines.

7.10.1  Warning notification and dissemination

Warning products issued by the Bureau of Meteorology include, but are not limited to, severe weather warning, tropical cyclone advice and tsunami warning to which the LDMG can subscribe to enhance situational awareness.

The LDC can also request, through their EMQ advisor on the LDMG, an Emergency Alert campaign to be delivered via landline and text messages to potentially affected constituents.

The LDMG has an important role in ensuring the notification and dissemination of warnings to members of the LDMG and elements of the community that may fall under the responsibility of LDMG member agencies.

It is important that the LDMG has an established notification and dissemination process prepared, documented within the LDMP, and able to be implemented. It is essential that this notification and dissemination process takes into account the time restrictions of rapid onset events like tsunami.

The process for the notification and dissemination of warning products is not a function dependent on the activation of the LDMG; rather it should be the automatic responsibility of LDMG Executives and members, regardless of the status of activation of the LDMG.

For further information on warnings see Public Information and Warnings Sub-Plan in section 8 of these Guidelines and refer to the Queensland Emergency Alert Guidelines available at www.disaster.qld.gov.au.
7.10.2 Activation of response arrangements

Timely activation of the LDMG is critical for an effective response to an event. The decision to activate is dependent upon a number of factors including the perceived level of threat. The activation of the QDMA may either be bottom up or top down. Bottom up activations escalate up through the disaster management arrangements where the LDMG requires support and top down activations involve escalation down through the arrangements from the SDMG where the imminent threat has a broader implication across the State. Local government need to consider the difference between normal activities and disaster management operations, activation levels and reporting required.

The QDMA are activated using an escalation model based on the following levels:

- **Alert** – A heightened level of vigilance due to the possibility of an event in the area of responsibility. Situational reports to be discussed with the DDC. No further action is required, however the situation should be monitored by someone capable of assessing the potential of the threat.

- **Lean forward** – An operational state characterised by a heightened level of situational awareness of a disaster event (either current or impending) and a state of operational readiness. Disaster coordination centres are on stand by and prepared but not activated. Situational reports to DDC should continue as arranged.

- **Stand up** – An operational state where resources are mobilised, personnel are activated and operational activities commenced. Disaster coordination centres are activated. Situational reports to DDMG continue according to agreed timelines.

- **Stand down** – Transition from responding to an event back to normal core business and/or continuance of recovery operations. There is no longer a requirement to respond to the event and the threat is no longer present.

The movement of disaster management groups through this escalation phase is not necessarily sequential, rather is based on flexibility and adaptability to the location and event. Activation does not necessarily mean the convening of the LDMG, rather the provision of information to group members regarding the risks associated with a pending hazard impact.

The four levels of activation with suggested triggers, actions and communications are shown in table 4. For further information on activation of response arrangements see Activation Sub-Plan at section 8 of these Guidelines.
### Queensland Local Disaster Management Guidelines

**Table 4: Local Disaster Management Group Response Activation Levels**

<table>
<thead>
<tr>
<th>Triggers</th>
<th>Actions</th>
<th>Communications</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Alert</strong></td>
<td>• Awareness of a hazard that has the potential to affect the local government area</td>
<td><strong>Chair and LDC on mobile remotely</strong></td>
</tr>
<tr>
<td>• Hazard &amp; risks identified</td>
<td>• Information sharing with warning agency</td>
<td></td>
</tr>
<tr>
<td>• LDC contacts EMQ</td>
<td>• Initial advice to all stakeholders</td>
<td></td>
</tr>
<tr>
<td><strong>Lean Forward</strong></td>
<td>• EMQ and LDC conduct analysis of predictions</td>
<td><strong>Chair, LDC and LDMG members on mobile and monitoring email remotely</strong></td>
</tr>
<tr>
<td>• There is a likelihood that threat may affect local government area</td>
<td>• Chair and LDC on watching brief</td>
<td><strong>Ad-hoc reporting</strong></td>
</tr>
<tr>
<td>• Threat is quantified but may not yet be imminent</td>
<td>• Confirm level &amp; potential of threat</td>
<td></td>
</tr>
<tr>
<td>• Need for public awareness</td>
<td>• Check all contact details</td>
<td></td>
</tr>
<tr>
<td>• LDMG is now to manage the event</td>
<td>• Commence cost capturing</td>
<td></td>
</tr>
<tr>
<td>• EMQ and LDC conduct analysis of predictions</td>
<td>• Conduct meeting with available LDMG</td>
<td></td>
</tr>
<tr>
<td>• Chair and LDC on mobile remotely</td>
<td>• Council staff prepare for operations</td>
<td></td>
</tr>
<tr>
<td>• LDMG advises DDC of lean forward &amp; establishes regular contact</td>
<td>• Determine trigger point to stand up</td>
<td></td>
</tr>
<tr>
<td>• Warning orders to response agencies</td>
<td>• Prepare LDCC for operations</td>
<td></td>
</tr>
<tr>
<td>• Public information &amp; warning initiated</td>
<td>• Establish regular communications with warning agency</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Up</strong></td>
<td>• Meeting of LDMG Core Group</td>
<td><strong>Chair, LDC and LDMG members present at LDCC, on established land lines and generic email addresses</strong></td>
</tr>
<tr>
<td>• Threat is imminent</td>
<td>• LDCC activated</td>
<td><strong>Chair, LDC and LDMG members present at LDCC, on established land lines and/or mobiles, monitoring emails</strong></td>
</tr>
<tr>
<td>• Community will be or has been impacted</td>
<td>• Rosters for LDCC planned &amp; implemented</td>
<td></td>
</tr>
<tr>
<td>• Need for coordination in LDCC</td>
<td>• Commence operational plans</td>
<td></td>
</tr>
<tr>
<td>• Requests for support received by LDMG agencies or to the LDCC</td>
<td>• Local government shifts to disaster operations</td>
<td></td>
</tr>
<tr>
<td>• The response requires coordination</td>
<td>• LDMG takes full control</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• SOPs activated</td>
<td></td>
</tr>
<tr>
<td>• No requirement for coordinated response</td>
<td>• Core group of LDMG located in LDCC</td>
<td></td>
</tr>
<tr>
<td>• Community has returned to normal function</td>
<td>• Commence SITREPs to DDMG</td>
<td></td>
</tr>
<tr>
<td>• Recovery taking place</td>
<td>• Distribute contact details</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• DDMG advised of potential requests for support</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• Final checks for outstanding requests</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• Implement plan to transition to recovery</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• Debrief of staff in LDCC</td>
<td></td>
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<tr>
<td><strong>Stand Down</strong></td>
<td>• Debrief with LDMG members</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• Consolidate financial records</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• Hand over to Recovery Coordinator for reporting</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• Return to local government core business</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• Final situation report sent to DDMG</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• LDMG members not involved in recovery operations resume</td>
<td></td>
</tr>
<tr>
<td><strong>Stand Down</strong></td>
<td>• standard business and after hours contact arrangements</td>
<td></td>
</tr>
</tbody>
</table>
7.10.3 Local Disaster Coordination Centre operation and management

The main aim of the LDCC is to coordinate resources and assistance in support of local agencies and stakeholders who are engaged in disaster operations.

The primary functions of a LDCC revolve around three key activities:

- forward planning;
- resource management; and
- information management.

In particular, the LDCC is responsible for the:

- analysis of probable future requirements and forward planning including preliminary investigations to aid the response to potential requests for assistance;
- implementation of operational decisions of the LDC;
- advice of additional resources required to the DDMG; and
- provision of prompt and relevant information to the DDMG concerning any disaster event occurring within their district.

The LDC has overall responsibility for the establishment and operation of the LDCC. The LDC should ensure appropriate levels of staff are identified and trained in the operation of the LDCC. LDCC training would form a component of the LDMG training program. To support the operation of the LDCC, Standard Operating Procedures (SOPs) should be developed and utilised to inform training.

For further information on activation of the LDCC see Activation Sub-Plan at section 8 of these Guidelines.

7.10.4 State Emergency Service

The SES is a vital part of the QDMA, providing a response capability on behalf of the LDMG to assist communities in times of disaster or emergency situations. State and local governments maintain an important partnership in assisting SES volunteers to provide a valuable volunteer emergency service to their local communities.

The functions of the SES are to:

- perform search and rescue or similar operations;
- help injured persons or protect persons or property from danger or potential danger; and
- conduct other activities to help communities prepare for, respond to and recover from an event or disaster.

The SES also provides valuable assistance to other emergency service agencies in disaster or emergency situations. The SES Local Controller should ideally be a member of the LDMG and will be able to assist with planning and procedures surrounding activation and operations of SES groups in local government areas. Further information on the SES is available at www.ses.qld.gov.au

7.10.5 Operational reporting

Situation Report (SITREP)

During operational activity the LDMG, through the operation of the LDCC, will be responsible for the preparation and distribution of SITREPs. Situation reports are aimed to capture accurate information from the day’s operations through
communicating a current and forecast situation during a disaster event. The LDMG will need to ensure regular and accurate information is received from operational areas to inform operational response, forward planning and the contents of the LDMG SITREP.

The production of SITREPs takes time and effort and LDMGs will need to consider the allocation of appropriate staff in the LDCC to compile the SITREP.

If a disaster event requires the activation of a DDCC, the LDMG will be required to develop a SITREP to be forwarded regularly from the LDCC to the DDCC. If an event is contained within a local government area and has not progressed to DDCC activation, the DDMG will still have activated to 'lean forward' level and the DDC may still request LDMG SITREPS to monitor and assess the situation. The nature of the disaster and the involvement of the DDMG will determine the timings, complexity and format of the SITREP for a given event.

A SITREP template is available on the DM Portal.

Tasking Log

It is recommended that a tasking log be used during activations to record actions taken and the responsible agency or officer. It is anticipated that the log will be used by the LDC or in larger operations the Tasking or Operations Officer in the LDCC.

A tasking log may contain details of:

- the specific operational task to be undertaken;
- the date and time of commencement of the task;
- the agency and responsible officer to which the task has been delegated;
- relevant contact details;
- the date and time of completion of the task; and
- actions taken and contextual comments.

The use of a tasking log will ensure that planned operational contingencies have been executed. Tasking logs should be treated as official records and should be stored and archived appropriately to provide information to any post-event review.

7.10.6 Financial management

Due to the nature of many disaster situations, finance operations will often be conducted with compressed time constraints and other pressures, necessitating the use of non-routine procedures. This in no way lessens the requirement for sound financial management and accountability.

The LDMG should predetermine event-related financial management arrangements to ensure costs are appropriately endorsed and captured from the onset of operations.

The LDC, in consultation with the LDMG Executive Team, is responsible for establishing and maintaining financial management procedures for the LDCC. Each support agency is responsible for providing their own financial services and support to its response operations relevant to their agency.

Authority to expend funds

Each participating agency should predetermine the type and limit of expenditure permitted (individual expense and cumulative expense) by their group members without further reference to senior management.

This also includes predetermining management processes for the expeditious financial authorisation of support and relief staff, as may be required.
Document management

When an event occurs, each participating agency should immediately begin accounting for personnel and equipment costs relating to disaster operations. Reimbursement is not an automatic process and requires solid evidence of disaster-related expenditure. Care and attention to detail must be taken throughout the disaster operations period to maintain logs, formal records and file copies of all expenditure (including personnel timesheets), in order to provide clear and reasonable accountability and justifications for future audit and potential reimbursement purposes.

For further information on financial management during a disaster event see Financial Management Sub-Plan at section 8 of these Guidelines.

7.10.7 Disaster financial assistance arrangements

There are two sets of financial arrangements which, if activated by the Minister, provide financial support to Queensland communities impacted by a disaster event through the reimbursement of eligible expenditure:

State Disaster Relief Arrangements (SDRA)

The intent of the SDRA is to assist in the relief of communities whose social wellbeing has been severely affected by a disaster event (natural or non-natural). The SDRA is State funded, and therefore not subject to the Australian government imposed event eligibility provisions or activation threshold. As a consequence, SDRA is able to address a wider range of disaster events and circumstances where personal hardship exists.

Natural Disaster Relief and Recovery Arrangements (NDRRA)

The intent of the NDRRA is to assist the relief and recovery of communities whose social, financial and economic wellbeing has been severely affected by a disaster event. The arrangements provide a cost sharing formula between the State and Australian Government and include a range of pre-agreed relief measures.

Eligible disasters under NDRRA include: Cyclone, Flood, Landslide, Meteor Strike, Storm, Bushfire, Storm Surge, Terrorist Event, Tsunami, Tornado and Earthquake. Drought, frost, heatwave, epidemic events relating from poor environmental planning, commercial development or personal intervention are not eligible events under NDRRA.

To claim for expenditure reimbursement under SDRA or NDRRA arrangements:

- the relevant arrangements must be activated;
- the relevant relief measures must be activated and the expenditure must meet the eligibility requirements of that measure; and
- documentary support for all eligible expenditure detailed in the claim must be provided by the claimant.

The activation of SDRA or NDRRA and the declaration of a disaster situation are not interlinked or co-dependent. Not all disasters are eligible under the NDRRA. For more information refer to the Queensland Disaster Relief and Recovery Arrangements Guidelines available at www.disaster.qld.gov.au in the ‘Financial Support’ section; or for further information on NDRRA go to www.em.gov.au
7.10.8 Media management

During a disaster it is critical that the public information provided to the media is consistent across all levels of the QDMA. To ensure the release of appropriate, reliable and consistent information it is recommended that:

- joint media conferences be held at designated times involving key stakeholders, including the Chair of the relevant LDMG/s where geographically feasible; and
- key spokespersons should be senior representatives of the LDMG agencies involved in the event.

Significant issues to consider are:

- the scheduling of media conferences requires a coordinated approach to ensure there is no conflict between State, district or local announcements;
- statistics are a potentially contentious issue requiring checking carefully with all agencies before release; and
- each agency is only to comment on its own areas of responsibility.

It is recommended that the LDMG develop a media management strategy that:

- is flexible for application in any given event;
- identifies key messages to inform the community, including reinforcing the LDMG’s role in coordinating support to the affected community;
- identifies preferred spokespersons for factual information (e.g. evacuation measures, road closures); and
- is consistent with the crisis communication network arrangements outlined in the *Queensland Government Arrangements for Coordinating Public Information in a Crisis*.

For further information on media management during a disaster event see Public Information and Warnings Sub-Plan at section 8 of these Guidelines. The *Queensland Government Arrangements for Coordinating Public Information in a Crisis* are available at www.disaster.qld.gov.au.

7.10.9 Logistics support and resource allocation

Where a LDMG requires logistics support and/or resources to meet operational requirements that are beyond local capacity and capability, the LDMG should formally seek assistance through a Request for Assistance forwarded to the DDCC.

It is recognised that administrative boundaries may unnecessarily separate resources from impacted communities. In developing the LDMP, LDMGs should consider all resources located within their area, and may also record resources located within neighbouring areas. Any proposed cross boundary arrangements should be acknowledged through the relevant planning processes and documented within the LDMP.

The LDMG will need to consider strategies for the prioritisation of the allocation of support and resources, and ensure these strategies are documented within the LDMP.

7.10.10 Declaration of a disaster situation

In accordance with s. 64 of the Act, a DDC may, with the approval of the Minister, declare a disaster situation for the district or one or more local government areas within the district in whole or in part. As outlined in s. 75 and s. 77 of the Act, the declaration confers extra powers on particular groups to perform actions, give directions and control movements within the declared area.

In declaring a disaster situation, the DDC is to be satisfied that a disaster has happened, is happening or is likely to happen and it will be necessary, or reasonably likely to be necessary, to exercise declared disaster powers to prevent or minimise...
the loss of human life, illness or injury to humans, property loss or damage, or damage to the environment. Before declaring a disaster situation the DDC is to take reasonable steps to consult with each local government in, or partly in, the proposed declared area.

It is important to note that the declaration of a disaster situation relates to the situational requirement for additional powers and is not linked to the activation of particular disaster management groups under the QDMA or the activation of disaster financial assistance arrangements. All three actions are independent processes and are not interlinked or conditional. The declaration of a disaster situation does not impact the requirements of a local government under the Act to manage disaster operations in their area.

7.10.11 Resupply

LDMGs are responsible for supporting communities to prepare for the possibility of temporary isolation and ensuring procedures are in place to support resupply of food and other essentials during times of isolation. LDMG members should attend training in resupply conducted by EMQ as it forms part of the Queensland Disaster Management Training Framework.

Most events that isolate communities occur on a seasonal basis and their effects upon surface access routes can be predicted with reasonable accuracy. Communities which are likely to be affected by such events are expected to prepare well in advance for both the event and the expected period of isolation. For this purpose, LDMGs are responsible for conducting community education programs with respect to the preparations to be made prior to the expected time of impact and any coordinating activities with respect to such preparation.

Community awareness strategies could include:

- including information about the existence and location of the Queensland Resupply Guidelines with rates notices;
- placing notices in local media;
- holding information sessions in at-risk communities;
- encouraging retailers to make financial and delivery arrangements with their wholesale suppliers; and
- involving their local Australia Post contractor in planning for resupply.

Planning for resupply operations should take into account how the LDMG should apply for a resupply operation, how the request should be managed and coordinated and the financial arrangements to be implemented.

For further information on resupply operations during a disaster event, refer to the Queensland Resupply Guidelines available and www.disaster.qld.gov.au.
7.11 Recovery Strategy

Disaster recovery is the coordinated process of supporting individuals and communities in the reconstruction of the physical infrastructure, restoration of the economy and of the environment, and support for the emotional, social and physical wellbeing of those affected following a disaster event.

The recovery phase of disaster management also involves disaster relief in the provision of immediate shelter, life support and human needs to persons affected by, or responding to, a disaster. For this reason, the timely, coordinated establishment of disaster recovery strategies is equally as important as, and should be activated in conjunction with, an effective disaster response.

Examples of recovery strategies may include:

- providing relief measures to assist persons affected by the event who do not have resources to provide for their own personal wellbeing;
- restoring essential infrastructure in the area or areas affected by the event;
- restoring the natural and built environment in areas affected by the event;
- providing personal support to individuals affected by the event, including temporary hospital accommodation, emergency medical supplies, material assistance and counselling services;
- building back in a “better” or more resilient manner;
- involving the community in decision making about community enhancement and resilience to minimise future impacts from hazard; and/or
- supporting community development activities and economic renewal to restore capacity and resilience.

In Queensland, disaster recovery is governed by directions set out in the Queensland Recovery Guidelines available at www.disaster.qld.gov.au.

7.11.1 Functions of recovery

The Queensland Recovery Guidelines outline the Queensland government functional lead agency for each of the four functions of recovery as shown in table 5. These agencies can support local government during disaster recovery.

The service components of the function are not necessarily delivered by the lead agency. The lead agency works with multiple private and public sector partners working directly with the community and individual families and businesses to effect recovery.
### Table 5: The Four Functions of Recovery

<table>
<thead>
<tr>
<th>Functional Lead Agency</th>
<th>Function of Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Department of State Development Infrastructure and Planning (DSDIP)</strong></td>
<td>Economic Recovery</td>
</tr>
<tr>
<td>Department of Environment and Heritage Protection (DEHP)</td>
<td>Environmental Recovery</td>
</tr>
<tr>
<td>Department of Communities, Child Safety and Disability Services (DoCCSDS)</td>
<td>Human-Social Recovery</td>
</tr>
<tr>
<td>Buildings: Department of Housing and Public Works (DHPW)</td>
<td>Infrastructure Recovery</td>
</tr>
<tr>
<td>Transport: and Roads: Department of Transport and Main Roads (DTMR)</td>
<td></td>
</tr>
<tr>
<td>Utilities: Ergon, Energex, Telstra, Optus</td>
<td></td>
</tr>
<tr>
<td>Local government and water supply providers</td>
<td></td>
</tr>
</tbody>
</table>

#### Economic Recovery
Renewal and growth of:
- Individuals and households (employment, income, insurance claims)
- Private and government business enterprises and industry
- Assets, production and flow of goods and services to and from the affected area
- Dam safety

#### Environmental Recovery
Restoration and regeneration of:
- Biodiversity (species and plants) and ecosystems
- Natural resources
- Environmental infrastructure
- Amenity/aesthetics (e.g. scenic lookouts)
- Culturally significant sites
- Heritage structures
Management of:
- Environmental health
- Waste
- Contamination and pollution
- Hazardous materials

#### Human-Social Recovery
Provision of:
- Personal support and information
- Public safety and education
- Emergency accommodation
- Immediate financial assistance
- Uninsured household loss and damage
Recovery of:
- Physical health
- Emotional, psychological, spiritual, cultural and social wellbeing

#### Infrastructure Recovery
Provision of:
- Repair and reconstruction of public buildings and residences
- Temporary accommodation solutions
- Coordination and oversight of private, commercial, industrial building and rural building repair, reconstruction and recovery
- Transportation infrastructure (road, rail, marine) repair, reconstruction and recovery
- Systems, services (energy, communications) and other essential services repair, reconstruction and recovery
- Water supply & sewage repair, reconstruction and recovery
While these functions provide the framework for a recovery structure to be established, the final structure will depend upon the nature and consequences of an event. For example, events such as cyclones may cause large scale damage to housing and the built environment and may require more emphasis on infrastructure recovery; while other events such as pandemic may require more emphasis on the human-social aspects of recovery.

LDMGs must plan for recovery using an all hazards approach which not only identifies the lead agency to assist the LDMG in the recovery for each function, but also identifies the range of organisations to support that agency and the LDMG in implementing an effective recovery over short, medium and long terms.

7.11.2 Governance
LDMGs may establish a Local Recovery Group (LRG) and appoint a LRC to plan for and manage the recovery phase of disaster management for their local government area on behalf of the LDMG. This group will work with the functional lead agencies to plan for and coordinate recovery operations. Further information on the functions of a LRC is available in section 4.5.4 of these Guidelines. An example of the structure, role and responsibilities of a LRG is available in the Queensland Recovery Guidelines.

The LRG is required, in accordance with section 4.7 of these Guidelines, to conform to governance requirements for LDMG sub-groups.

7.11.3 Planning for recovery
LDMGs should include the development of a Recovery Sub-Plan as part of their LDMP. The recovery strategy contained within the LDMP should be flexible and scalable to allow for adaptation to different types and sizes of disaster events, as required.

The recovery strategy should:

- address all four functions of recovery (human-social, economic, infrastructure, environment) and how they will be coordinated during disaster operations;
- define broad parameters for effective recovery operations within the local government area;
- identify constraints for recovery operations within the local government area;
- outline the process for the development of operational and action plans during recovery operations; and
- identify mechanisms for coordinating and managing offers of assistance and volunteers in order to match needs with offers.

Recovery can also present the opportunity to further develop capability and resilience for the community through incorporating mitigation measures in the form of reconstruction efforts, risk reduction strategies or hardening of infrastructure and the built environment.

As local groups will not necessarily count representatives of functional lead agencies among its members, the LDMG/LRG may be required to work with these agencies through the district level, where standing groups or committees may be established. However, suitably qualified and experienced persons may be identified within local government to act as coordinators for planning and operations for each of the four functions. Local groups will need to consider their local and district arrangements and identify the requirement to work across QDMA levels in their Recovery Sub-Plan if required.

The Recovery Sub-Plan should also include transition arrangements from ‘response’ through ‘immediate relief arrangements’ to ‘recovery arrangements’, outlining the transfer of all required resources from LDMG to LRG, and the transfer of duties from the LDC to the LRC. These arrangements should include administrative requirements such as SITREPs, financial requirements, decision making and endorsement. Plans should also identify the scope of possible disaster recovery operations and the roles and responsibilities of all stakeholders involved in the process for short, medium and long term recovery requirements.
7.11.4 Activation of recovery arrangements

As outlined in the ‘Activation of response arrangements’ section of these Guidelines, the QDMA are activated using an escalation model based on the following levels:

- Alert;
- Lean forward;
- Stand up; and
- Stand down.

Local recovery arrangements should be activated to ‘alert’ once the response phase has reached the ‘lean forward’ level of activation and should continue to follow the response phase through the levels of activation. Depending on the nature, location and size of the event, recovery operations may be managed at either the local level, or through a combination of local and district arrangements. Local groups should consider how the DDMG and functional lead agencies will work together to accomplish recovery operations for an affected area.
Table 6: Disaster Management Group Recovery Activation Levels

<table>
<thead>
<tr>
<th>Response Level</th>
<th>Triggers</th>
<th>Actions</th>
<th>Communications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Response Stand Down</td>
<td>Immediate relief arrangements are finalised. Community returns to normal activities with ongoing support as required.</td>
<td>LRG arrangements are finalised. Community returns to normal activities with ongoing support as required.</td>
<td>LRC and LRG members resume standard business and after hours contact arrangements.</td>
</tr>
<tr>
<td>Recovery Stand Down</td>
<td>Response phase moves to ‘stand down’ level of activation. Medium term recovery commences.</td>
<td>LRG activated at LDCC or alternate location. Recovery plan activated. Deployments for immediate relief response. Action plans for four functions of recovery activated as required. Community information strategy employed.</td>
<td>LRC and LRG members involved in medium term recovery continue as required. Regular reporting to LDMG/LDC.</td>
</tr>
<tr>
<td>Recovery Lean Forward</td>
<td>Immediate relief arrangements continue.</td>
<td>LRG activated at LDCC or alternate location. Recovery plan activated. Deployments for immediate relief response. Action plans for four functions of recovery activated as required. Community information strategy employed.</td>
<td>LRC and LRG members present at LDCC or alternate location, on established land lines and/or mobiles, monitoring emails.</td>
</tr>
<tr>
<td>Response Lean Forward</td>
<td>Response phase at ‘lean forward’ level of activation.</td>
<td>Appointment of LRC as appropriate. Potential actions and risks identified. Information sharing commences. LRC in contact with LDCC/LDC. Initial advice to all recovery stakeholders.</td>
<td>LRC and LRG members on mobile remotely.</td>
</tr>
</tbody>
</table>

Table 6 shows the levels of activation for recovery compared to those of the response phase.
7.11.5 Further recovery information

Refer to the Queensland Recovery Guidelines available at www.disaster.qld.gov.au and on the DM Portal for further information on the responsibilities of the LDMG in relation to planning for recovery. A guide to assist with developing a Recovery Sub-Plan is also available on the DM Portal.


Queensland has adopted the National Recovery Principles endorsed by the Community and Disability Services Ministers’ Advisory Council in 2008. Further information on these principles is available in the Queensland Recovery Guidelines and from www.em.gov.au.

Information on the Natural Disaster Relief and Recovery Arrangements which provides funding to help pay for natural disaster relief and recovery costs is available at www.em.gov.au and www.disaster.qld.gov.au.
8 Local Disaster Management Sub-Plans

Local Disaster Management Sub-Plans form annexures to the LDMP and may be developed to provide detailed arrangements, methods and protocols relating to particular supporting activities undertaken by the LDMG and its member agencies. Depending on the requirements of the LDMG, sub-plans may be developed for:

- activation (including LDMG and LDCC);
- public information and warnings;
- logistics;
- financial management;
- evacuation;
- evacuation centre management;
- impact assessment;
- public health;
- resupply operations; and
- recovery.

Additional Sub-Plans may be required based on the risk assessment for each particular local government area. The requirement for the development of these plans will be a decision for the LDMG in consultation with the primary agency with responsibility for each Sub-Plan function. It should then be the responsibility of the primary agency to develop and maintain the Sub-Plan in consultation with the LDMG.

LDMGs must also note that, as Sub-Plans form components of the LDMP, they are also subject to review at least once per year as outlined in s. 59 of the Act.

8.1 Plan contents

Each sub-plan should include the following as core content:

- introduction of the function to be addressed;
- requirement for planning;
- relevant issues;
- responsible functional agency;
- date for review;
- purpose of the plan;
- support agencies (planning and operational);
- elements of the plan; and
- issues to be addressed.

A generic Sub-plan Template is available on the DM Portal.
8.2 Activation Sub-Plan

A LDMG may need to be activated to coordinate the local response to a disaster event. The decision to activate disaster management arrangements, including activation of the LDMG and/or a LDCC is dependent upon a number of factors including the perceived level of threat. If the LDMG or a LDCC is activated, forward planning to ensure an appropriate response capability can be supported and standing operating procedures for establishing and managing a LDCC through an event are required.

The Activation Sub-Plan should determine the activation criteria and guidelines for the activation of the LDMG, and include standard operating procedures for the activation and management of the LDCC in the case of a disaster event.

Contents of the Activation Sub-Plan should include:

- authority and criteria for activation;
- level of activation;
- location of LDCC;
- communications requirements;
- power supply;
- management, staffing and rostering;
- security;
- media management;
- guidance and examples of level of activation;
- administration, information management and logistics;
- extended operations; and
- reporting.

A planning guide for the development of an Activation Sub-Plan is available on the DM Portal.

8.3 Public Information and Warnings Sub-Plan

It is a role of the LDMG to provide the public with hazard awareness, household preparedness and emergency planning information about events and recommended actions. Broadcast radio will be the primary vehicle for public information in most events, however emergency service agencies are now increasingly also using more contemporary mass communication mediums such as social networking sites.

It is also important that the LDMG work closely with other entities and agencies with responsibility for public information. Depending on the size of the event these will include the DDC and/or the Department of the Premier and Cabinet as the functional lead agency for public information.

A Public Information and Warnings Sub-Plan should provide for the effective collection, monitoring, management and dissemination of accurate, useful and timely information and warnings to the public during and following disaster events.

Contents of a Public Information and Warnings Sub-Plan should include:

- authorisation of release;
- media or Public Liaison Officer;
Queensland Local Disaster Management Guidelines

- method of release including social media;
- information for release;
- regular bulletins;
- rumour control;
- documentation;
- types and sources of warnings;
- target recipients;
- special needs recipients; and
- warning content, including pre-approved messages.

The provision of media messages during disaster events must remain consistent with the crisis communication network arrangements outlined in the Queensland Government Arrangements for Coordinating Public Information in a Crisis available at www.disaster.qld.gov.au.

The QDMA includes specific guidelines in relation to Emergency Alerts and the Standard Emergency Warning Signal. LDMGs should consult these guides when developing their Public Information and Warnings Sub-Plan. The Queensland Emergency Alert Guidelines and Guidelines for the Standard Emergency Warning Signal (SEWS) and its use in Queensland are available at www.disaster.qld.gov.au.

A planning guide for the development of a Public Information and Warnings Sub-Plan is available on the DM Portal.

8.4 Logistics Sub-Plan

Resource management, particularly of material resources, is an area which can cause extreme problems in the response to a disaster event. As well as an influx of requests for material assistance, a Logistics Sub-Plan will need to provide for a situation where both requested and non-requested resources arrive en-masse to the affected area.

The Logistics Sub-Plan should be developed to manage the receipt and delivery of the appropriate supplies within the disaster affected area, in good condition, in the quantities required, and at the places and times they are needed.

Contents of a Logistics Sub-Plan should include:

- SDCC approved request-for-assistance protocols and form/template;
- Local and regional resource supply arrangements and suppliers contacts;
- management;
- warehousing;
- asset recording and tracking;
- transportation; and
- return of hired or unused materials after event.

A planning guide for the development of a Logistics Sub-Plan is available on the DM Portal.
8.5 Financial Management Sub-Plan

Disaster related finances are not normally included in the budgetary processes of local governments or other responding agencies. During a disaster event, each support agency is responsible for providing its own financial services and support to its response operations in the field. Finance operations will often be carried out within compressed timeframes and under other pressures, necessitating the use of non-routine procedures. However, this in no way lessens the requirement for sound financial management and accountability.

The Financial Management Sub-Plan should outline local government and other responding agency internal financial arrangements in support of a disaster event, and the eventual financial claiming process to recoup funds.

Contents of the Financial Management Sub-Plan should include:

- consideration of eligibility for NDRRA or SDRA funding;
- authority/delegation to expend funds;
- authorised expenditures;
- recording of expenses; and
- recouping of funds.

A planning guide for the development of a Financial Management Sub-Plan is available on the DM Portal.

8.6 Evacuation Sub-Plan

Evacuation planning is an important process that allows time to consider possible scenarios and details for the management and coordination of an evacuation through consultation with a broad range of specialised stakeholders.

The planning and completion of the Evacuation Sub-Plan prior to the onset of an event is critical to ensure adequate consideration and planning for an evacuation.

The Evacuation Sub-Plan should provide for the planned relocation of persons, members of their household, domestic pets from dangerous or potentially dangerous areas to safer areas and their return to their place of residence following a disaster event.

Contents of an Evacuation Sub-Plan should include provision for the five stages of evacuation:

- decision to evacuate;
- warning;
- withdrawal;
- shelter; and
- return.

Further information on evacuation and the development of an Evacuation Sub-Plan is available in the Queensland Evacuation Guidelines for Disaster Management Groups available at www.disaster.qld.gov.au.

A planning guide for the development of an Evacuation Sub-Plan is available on the DM Portal.
8.7 Evacuation Centre Management Sub-Plan

The activation and management of an evacuation centre may be required for a variety of timeframes depending on the event. The operation of evacuation centres may attract media attention and community satisfaction in evacuation centre management is central to the perceived success of an operational response.

A range of scalable considerations are required to develop a successful plan to manage an evacuation centre and for this reason plans must be flexible enough to allow for rapid and unexpected changes.

The Evacuation Centre Management Sub-Plan will assist to plan for the management of facilities which provide people who have been impacted with basic human needs including accommodation, food and water, and community personal support processes. This plan should be aligned with the Recovery Sub-Plan.

Contents of an Evacuation Centre Management Sub-Plan should include:

- identification and capacity of safer locations;
- emergency warning systems;
- detailed safer location information;
- centre management procedures;
- communication protocols and reporting;
- registration;
- catering and bedding;
- security and privacy;
- special needs and cultural considerations;
- health and safety;
- pets and animals;
- utilities; and
- supporting non-government organisations.

Information relating to evacuation centre management is also included in the Queensland Evacuation Guidelines for Disaster Management Groups available at www.disaster.qld.gov.au

A planning guide for the development of an Evacuation Centre Management Sub-Plan is available on the DM Portal.

8.8 Impact Assessment Sub-Plan

During the risk analysis process, many events will be identified as having the potential for causing fatalities, injuries, property and environmental damage. The timely and accurate assessment of the health impact on the community, along with damage to public or private property and the associated implications for business and government continuity, will be of vital concern during a disaster event and will have a great bearing upon the manner in which response and recovery are managed.

The Impact Assessment Sub-Plan will assist the LDMG in planning and conducting both rapid damage and rapid impact assessments to gather information on the impact of an event on the population and infrastructure as soon as possible following an event, and also strategies for longer term assessment based on the magnitude of the event.
Contents of an Impact Assessment Sub-Plan should include:

- rapid impact assessment;
  - extent of affected area
  - affected population including characteristics and condition
  - emergency medical, health, nutritional, water and sanitation
- rapid damage assessment;
  - damage to infrastructure and facilities
  - damage to homes and public buildings
  - damage to commercial premises
- damage to agriculture and food supply;
- damage to economic resources and social organisation;
- continuing or emerging threats; and
- levels of response and capacity.

A planning guide for the development of an Impact Assessment Sub-Plan is available on the DM Portal.

8.9 Public Health Sub-Plan

A disaster event may cause significant disruption to the community and pose a range of risks to public health. Water supplies, sewage treatment, refuse disposal, power supply and access to food may be compromised. This may lead to an increased risk of disease and the situation may continue for some time following the actual disaster event.

The Public Health Sub-Plan should be developed to assist in the protection of the community, via temporary or preventative health measures, to minimise threats to public health. Local government may already have developed public health disaster plans and, if so, the Public Health Sub-Plan should refer directly to that document.

Contents of a Public Health Sub-Plan should include:

- water;
- shelter;
- food;
- ablutions;
- refuse disposal;
- vermin and vector control;
- infection disease control;
- personal hygiene;
- disposal of dead stock and animals;
- disinfection of buildings; and
- public information.

A planning guide for the development of a Public Health Sub-Plan is available on the DM Portal.
8.10 Resupply operations Sub-Plan

The resupply of food and other essentials during times of isolation is generally only relevant in rural and remote areas of the State which are vulnerable to being isolated for lengthy periods. The Queensland Resupply Guidelines enumerate the various roles and responsibilities of different levels of the disaster management system in relation to this issue. These Guidelines also provide detailed information, templates and operational checklists for LDMGs.

When developing their Resupply Operations Sub-Plan, LDMGs should refer to the Queensland Resupply Guidelines available at www.disaster.qld.gov.au.

8.11 Recovery Sub-Plan

A Recovery Sub-Plan should address the requirements to coordinate the process of supporting affected communities in the reconstruction of physical infrastructure, restoration of the economy and of the environment, and support for the emotional, social and physical wellbeing of those affected by disaster events.

Contents of a Recovery Sub-Plan should include:

- establishment and governance of LRG;
- activation of LRG;
- appointment of LRC;
- community engagement and communication;
- economic recovery action plan;
- environmental recovery action plan;
- human-social recovery action plan;
- infrastructure recovery action plan; and
- debrief and evaluation.

LDMGs should formulate the Recovery Sub-Plan with the assistance of representatives from each of the Queensland government functional lead agencies. As these agencies will not necessarily be represented on the LDMG, representation may be required to the functional lead agency representative on the DDMG, or any district level groups or committees to act in an advisory role.

Further information on recovery and the development of a Recovery Sub-Plan is available in the Queensland Recovery Guidelines available at www.disaster.qld.gov.au.

A planning guide for the development of a Recovery Sub-Plan is available on the DM Portal.
9 Review and Assessment

Disaster management planning is a continuous improvement process resulting in disaster management plans which should be considered living documents. For a disaster management plan to be effective it must be both relevant and current and therefore it is critical that the plan be regularly reviewed, tested and revised to ensure it reflects contemporary disaster management needs.

In Queensland, the review and assessment of disaster management plans consists of internal review and external assessment and follows the QDMA as shown in table 7.

Table 7: Disaster Management Plan Review and Assessment

<table>
<thead>
<tr>
<th>Internal Review</th>
<th>QDMA Level</th>
<th>External Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Disaster Management Groups supported by EMQ Area Director</td>
<td>Local Disaster Management Plan</td>
<td>Local Assessment Panel</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Chair - DDC or XO</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Members - EMQ Area Director or Disaster Management Officer; Chair, LDMG</td>
</tr>
<tr>
<td>District Disaster Management Group supported by EMQ Regional Director</td>
<td>District Disaster Management Plan</td>
<td>District Assessment Panel</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Chair - Executive Manager, Disaster Management Standards Improvement Unit, EMQ</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Members - Inspector, Disaster Management Unit, QPS; Regional Director, EMQ (nominated by Executive Director, Operations EMQ); Principal Program Officer, Disaster Management Standards Improvement Unit, EMQ</td>
</tr>
<tr>
<td>State Disaster Management Group</td>
<td>State Disaster Management Plan</td>
<td>Disaster Management Standards Branch, EMQ</td>
</tr>
</tbody>
</table>

9.1 Internal Review

Self review by LDMGs is the foundation of the review and assessment process. In accordance with s. 59 of the Act, a LDMG may review or renew its LDMP when the group considers it appropriate, however, the LDMG must review the effectiveness of the plan at least once a year.

Local plans will often be complex documents comprising many parts; annual review of the plan in totality may not be possible. In this event, LDMGs should develop a process of continuous improvement to ensure all aspects of the plan are effectively reviewed over time. In the absence of any operational activity, exercises can be used to test the effectiveness of the plan, or discrete components of the plan.

A continuous improvement process can also be achieved through regular, programmed self review of components of the plan combined with after action reviews and/or post disaster assessments. Collectively these activities will ensure the progressive and continuous improvement of the LDMP.

It is a function of EMQ to regularly review and assess the effectiveness of disaster management groups, including disaster management plans. For this reason, LDMGs are encouraged to conduct ongoing reviews with the EMQ member of the LDMG who can assist and provide advice throughout the process.
Details of the review and assessment process should also be reported to the Chief Executive, DCS on an annual basis, to satisfy the LDMG’s requirement under s. 59 to review the effectiveness of the plan at least once per year.

Refer to section 7.9 ‘Capacity Building’ of these Guidelines for further information on exercises and post-disaster assessment.

9.2 External Assessment

On completion of each internal review, or on an annual basis, LDMPs should be provided to the DDMG for the purpose of assessing consistency across the district and conducting external assessment of each plan.

Section 23 of the Act provides that district groups have a function to regularly review and assess the disaster management of local groups within their district. In fulfilling this requirement DDMGs will include a number of activities in their annual operational plan, including forming an external assessment panel to undertake the assessment of LDMPs. It is recommended that external assessment panels apply EMQ Operations Standard 3.1 to undertake the external assessment of local plans. This process addresses the external assessment requirements of s. 16A(b) and 23(d) of the Act. Standard 3.1 is available on the DM Portal.

9.3 Further Triggers for Review

In addition to the requirement to program regular reviews of disaster management plans, there are a range of conditions that may trigger the need for a local disaster management plan to be reviewed independent of the review program. These include:

- an exercise or operational activation of the plan highlights significant deficiencies in arrangements, systems or processes;
- changes to the boundaries to which the plan is applicable resulting in increased risk levels;
- changes to the risk profile of the local government area resulting in altered risk levels;
- changes within the environment, community population, demographics or hazards resulting in increased risk levels;
- changes to available resources or agencies with a role in delivery of disaster management response and recovery which impacts on group capability;
- changes to legislation, policy or arrangements; or
- at the request of the DDC.

Where one or more of these triggers are identified within the local area, a review should be undertaken as soon as practical, regardless of the existing timeframes of programmed reviews.

9.4 Implementation of Corrective Action Recommendations

It is important, where an assessment report outlines corrective action recommendations to a disaster management plan that these issues are addressed in a timely manner, including seeking resolution through a Council meeting, if required.

When developing the LDMP, processes surrounding continuous improvement and the implementation of recommendations should be documented, including how recommendations are to be prioritised and implemented.
## Appendix 1: Acronyms and Abbreviations

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CCC</td>
<td>Australian government Crisis Coordination Centre</td>
</tr>
<tr>
<td>COAG</td>
<td>Council of Australian Governments</td>
</tr>
<tr>
<td>DCS</td>
<td>Department of Community Safety</td>
</tr>
<tr>
<td>DDC</td>
<td>District Disaster Coordinator</td>
</tr>
<tr>
<td>DDCC</td>
<td>District Disaster Coordination Centre</td>
</tr>
<tr>
<td>DDMG</td>
<td>District Disaster Management Group</td>
</tr>
<tr>
<td>DDMP</td>
<td>District Disaster Management Plan</td>
</tr>
<tr>
<td>DM</td>
<td>Disaster management</td>
</tr>
<tr>
<td>DM Portal</td>
<td>Queensland Disaster Management Portal</td>
</tr>
<tr>
<td>HazMat</td>
<td>Hazardous materials (in the context of emergency response)</td>
</tr>
<tr>
<td>IMT</td>
<td>Incident Management Team</td>
</tr>
<tr>
<td>LDC</td>
<td>Local Disaster Coordinator</td>
</tr>
<tr>
<td>LDCC</td>
<td>Local Disaster Coordination Centre</td>
</tr>
<tr>
<td>LDMG</td>
<td>Local Disaster Management Group</td>
</tr>
<tr>
<td>LDMP</td>
<td>Local Disaster Management Plan</td>
</tr>
<tr>
<td>LRC</td>
<td>Local Recovery Coordinator</td>
</tr>
<tr>
<td>LRG</td>
<td>Local Recovery Group</td>
</tr>
<tr>
<td>NDRP</td>
<td>Natural Disaster Resilience Program</td>
</tr>
<tr>
<td>NDRRA</td>
<td>Natural Disaster Relief and Recovery Arrangements</td>
</tr>
<tr>
<td>PPRR</td>
<td>Prevention, preparedness, response and recovery</td>
</tr>
<tr>
<td>QDMA</td>
<td>Queensland Disaster Management Arrangements</td>
</tr>
<tr>
<td>SC3</td>
<td>State Crisis and Communications Centre</td>
</tr>
<tr>
<td>SDC</td>
<td>State Disaster Coordinator</td>
</tr>
<tr>
<td>SDCC</td>
<td>State Disaster Coordination Centre</td>
</tr>
<tr>
<td>SDCG</td>
<td>State Disaster Coordination Group</td>
</tr>
<tr>
<td>SDMC</td>
<td>State Disaster Mitigation Committee</td>
</tr>
<tr>
<td>SDMG</td>
<td>State Disaster Management Group</td>
</tr>
<tr>
<td>SDMP</td>
<td>State Disaster Management Plan</td>
</tr>
<tr>
<td>SDRA</td>
<td>State Disaster Relief Arrangements</td>
</tr>
<tr>
<td>SES</td>
<td>State Emergency Service</td>
</tr>
<tr>
<td>SESC</td>
<td>State Emergency and Security Council</td>
</tr>
<tr>
<td>SITREP</td>
<td>Situational report</td>
</tr>
<tr>
<td>SPF</td>
<td>Disaster Management Strategic Policy Framework</td>
</tr>
<tr>
<td>SRC</td>
<td>State Recovery Coordinator</td>
</tr>
<tr>
<td>SRG</td>
<td>State Recovery Group</td>
</tr>
<tr>
<td>the Act</td>
<td>Disaster Management Act 2003</td>
</tr>
<tr>
<td>the Minister</td>
<td>The Minister for Police and Community Safety</td>
</tr>
<tr>
<td>XO</td>
<td>Executive Officer</td>
</tr>
</tbody>
</table>
### Appendix 2: Glossary

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advisor</td>
<td>A person invited to participate in the business of a disaster management group in an advisory capacity on an as-required basis.</td>
</tr>
<tr>
<td>Alert</td>
<td>A heightened level of vigilance due to the possibility of an event in the area of responsibility. No action is required however the situation should be monitored by someone capable of assessing the potential of the threat.</td>
</tr>
<tr>
<td>Chair</td>
<td>The person appointed by the local government as the Chair of the Local Disaster Management Group.</td>
</tr>
<tr>
<td>Chief Executive</td>
<td>The chief executive of the department, as referred to in the Disaster Management Act 2003, is currently the Director-General of the Department of Community Safety.</td>
</tr>
<tr>
<td>Community</td>
<td>A group of people with a commonality of association and generally defined by location, shared experience, or function.</td>
</tr>
<tr>
<td>Community Resilience</td>
<td>The adaptive capacity of its members to respond to and influence the consequences of disasters to continue an acceptable level in functioning and structure (Adapted from the United Nations International Strategy for Disaster Reduction; 2002 and The Community Resilience Manual, Canada, 2000).</td>
</tr>
<tr>
<td>Coordination</td>
<td>The bringing together of organisations to ensure effective disaster management before, during and after an event. It is primarily concerned with systematic acquisition and application of resources (people, material, equipment, etc) in accordance with priorities set by disaster management groups. Coordination operations horizontally across organisations and agencies.</td>
</tr>
<tr>
<td>Coordination centre</td>
<td>A centre established at State, district or local level as a centre of communication and coordination during times of disaster operations.</td>
</tr>
<tr>
<td>Deputy Chair</td>
<td>The person appointed by the local government as the Deputy Chair of the Local Disaster Management Group.</td>
</tr>
<tr>
<td>Disaster</td>
<td>A serious disruption in a community, caused by the impact of an event that requires a significant coordinated response by the State and other entities to help the community to recover from the disruption (Disaster Management Act 2003).</td>
</tr>
<tr>
<td>Disaster district</td>
<td>Part of the state prescribed under a regulation as a disaster district.</td>
</tr>
<tr>
<td>Disaster management</td>
<td>Arrangements about managing the potential adverse effects of an event, including, for example, arrangements for mitigating, preventing, preparing for, responding to and recovering a disaster (Disaster Management Act 2003).</td>
</tr>
<tr>
<td>Term</td>
<td>Definition</td>
</tr>
<tr>
<td>-------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Disaster management functions</td>
<td>The services essential to managing the impacts and consequences of an event.</td>
</tr>
<tr>
<td>Disaster mitigation</td>
<td>The taking of preventative measures to reduce the likelihood of an event occurring or, if an event occurs, to reduce the severity of the event (<em>Disaster Management Act 2003</em>).</td>
</tr>
<tr>
<td>Disaster operations</td>
<td>Activities undertaken before, during or after an event happens to help reduce loss of human life, illness or injury to humans, property loss or damage, or damage to the environment, including, for example, activities to mitigate the adverse effects of an event (<em>Disaster Management Act 2003</em>).</td>
</tr>
<tr>
<td>Disaster preparedness</td>
<td>The taking of preparatory measures to ensure that, if an event occurs, communities, resources and services are able to cope with the effects of the event (<em>Disaster Management Act 2003</em>).</td>
</tr>
<tr>
<td>Disaster research</td>
<td>May be broadly understood as a systematic inquiry, before and after a disaster, into a relevant disaster management problem (<em>COAG, Natural Disasters in Australia: Reforming mitigation, relief and recovery arrangements: 2002</em>).</td>
</tr>
<tr>
<td>Disaster response</td>
<td>The taking of appropriate measures to respond to an event, including action taken and measures planned in anticipation of, during, and immediately after an event to ensure that its effects are minimised and that persons affected by the event are given immediate relief and support (<em>Disaster Management Act 2003</em>).</td>
</tr>
<tr>
<td>Disaster response capability</td>
<td>The ability to provide equipment and a suitable number of persons, using the resources available to the local government, to effectively deal with, or help another entity to deal with, an emergency situation or a disaster in the local government’s area (<em>Disaster Management Act 2003</em>).</td>
</tr>
<tr>
<td>Disaster response operations</td>
<td>The phase of disaster operations that relates to responding to a disaster (<em>Disaster Management Act 2003</em>).</td>
</tr>
<tr>
<td>Disaster recovery</td>
<td>The taking of appropriate measures to recovery from an event, including action taken to support disaster affected communities in the reconstruction of infrastructure, the restoration of emotional, social, economic and physical wellbeing, and the restoration of the environment (<em>Disaster Management Act 2003</em>).</td>
</tr>
<tr>
<td>Disaster recovery operations</td>
<td>The phase of disaster operations that relates to recovering from a disaster (<em>Disaster Management Act 2003</em>).</td>
</tr>
<tr>
<td>Disaster relief</td>
<td>The provision of immediate shelter, life support and human needs of persons affected by, or responding to, an emergency (<em>COAG, Natural Disasters in Australia: Reforming mitigation, relief and recovery arrangements: 2002</em>).</td>
</tr>
<tr>
<td>Disaster risk assessment</td>
<td>The process used to determine risk management priorities by evaluating and comparing the level of risk against predetermined standards, target risk levels or other criteria (<em>COAG, Natural Disasters in Australia: Reforming mitigation, relief and recovery arrangements: 2002</em>).</td>
</tr>
<tr>
<td>District Disaster Coordinator</td>
<td>A person appointed under the <em>Disaster Management Act 2003</em> who is responsible for the coordination of disaster operations in the disaster district for the District Disaster Management Group.</td>
</tr>
<tr>
<td>District Disaster Management Group</td>
<td>The group established under the <em>Disaster Management Act 2003</em> to provide coordinated State government support and resources to Local Disaster Management Groups.</td>
</tr>
<tr>
<td>District Disaster Management Plan</td>
<td>A plan prepared under the <em>Disaster Management Act 2003</em> that documents planning and resource management to counter the effects of a disaster within the disaster district.</td>
</tr>
<tr>
<td>Event</td>
<td>Definition</td>
</tr>
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</tr>
<tr>
<td>Any of the following:</td>
<td>(a) A cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening; (b) An explosion or fire, a chemical, fuel or oil spill, or a gas leak; (c) An infestation, plague or epidemic; (d) A failure of, or disruption to, an essential service or infrastructure; (e) An attack against the State; (f) Another event similar to an event mentioned in paragraphs (a) to (e). An event may be natural or caused by human acts or omissions (Disaster Management Act 2003).</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Executive Officer DDMG</th>
<th>A person appointed to the position of Executive Officer to the District Disaster Management Group by the Commissioner, Queensland Police Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Team</td>
<td>The Chair, Deputy Chair and Local Disaster Coordinator of a local group.</td>
</tr>
<tr>
<td>Functional Lead Agency</td>
<td>An agency allocated responsibility to prepare for and provide a disaster management function and lead organisations that provide support roles.</td>
</tr>
<tr>
<td>Guidelines</td>
<td>Guidelines are developed under s63 of the Disaster Management Act 2003 to inform the SDMG, DDMGs and local governments about the preparation of disaster management plans, matters to be included in disaster management plans and other appropriate matters about the operation of a DDMG or LDMG.</td>
</tr>
<tr>
<td><strong>Hazard</strong></td>
<td>A source of potential harm, or a situation with a potential to cause loss (Emergency Management Australia, 2004).</td>
</tr>
<tr>
<td><strong>Lean forward</strong></td>
<td>An operational state prior to 'stand up' characterised by a heightened level of situational awareness of a disaster event (either current or impending) and a state of operational readiness. Disaster coordination centres are on stand by; prepared but not activated.</td>
</tr>
<tr>
<td><strong>Local Disaster Coordinator</strong></td>
<td>A person appointed under the Disaster Management Act 2003 who is responsible for the coordination of disaster operations for the Local Disaster Management Group.</td>
</tr>
<tr>
<td><strong>Local Disaster Management Group</strong></td>
<td>The group established under the Disaster Management Act 2003 to manage disaster planning and operations on behalf of the local government.</td>
</tr>
<tr>
<td><strong>Local Disaster Management Plan</strong></td>
<td>A plan that documents arrangements to manage disaster planning and operations within the local government area of responsibility.</td>
</tr>
<tr>
<td><strong>Post-disaster assessment</strong></td>
<td>Addresses performance during and the risks revealed by a disaster event in order to improve future development of mitigation measures. Post-disaster assessment forms part of continuous improvement of the whole system (Adapted from COAG, Natural Disasters in Australia: Reforming mitigation, relief and recovery arrangements: 2002).</td>
</tr>
<tr>
<td><strong>Primary Agency</strong></td>
<td>An agency allocated responsibility to prepare for and respond to a specific hazard based on their legislated and/or technical capability and authority.</td>
</tr>
<tr>
<td><strong>Queensland Disaster Management Arrangements</strong></td>
<td>Whole-of-government arrangements to ensure the collaborative and effective coordination of planning, services, information and resources for comprehensive disaster management.</td>
</tr>
<tr>
<td><strong>Recovery</strong></td>
<td>The taking of preventative measures to recover from an event, including action taken to support disaster-affected communities in the reconstruction of infrastructure, the restoration of emotional, social, economic and physical wellbeing, and the restoration of the environment (Disaster Management Act 2003).</td>
</tr>
<tr>
<td><strong>Relief</strong></td>
<td>The provision of immediate shelter, life support and human needs of persons affected by, or responding to, an emergency.</td>
</tr>
<tr>
<td>------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>Residual risk</strong></td>
<td>The risk remaining after risk treatment. Residual risk can contain unidentified risk. Residual risk can also be known as ‘retained risk’ (AS/NZS ISO 31000:2009 Risk Management – Principles and guidelines).</td>
</tr>
<tr>
<td><strong>Risk management</strong></td>
<td>Coordinated activities to direct and control a community or organisation with regard to risk (Adapted from ISO Guide 73:2009 Risk management – Vocabulary).</td>
</tr>
<tr>
<td><strong>Risk management process</strong></td>
<td>The systematic application of management policies, procedures and practices to the activities of communicating, consulting, establishing the context, and identifying, analysing, evaluating, treating, monitoring and reviewing risk (ISO Guide 73:2009 Risk management – Vocabulary).</td>
</tr>
<tr>
<td><strong>Risk register</strong></td>
<td>A listing of risk statements describing sources of risk and elements at risk with assigned consequences, likelihoods and levels of risk.</td>
</tr>
<tr>
<td><strong>Risk treatment</strong></td>
<td>A process to modify risk. Risk treatment can involve avoiding the risk by deciding not to start or continue with the activity that gives rise to the risk; taking or increasing the risk in order to pursue an opportunity; removing the risk source; changing the likelihood; changing the consequences; sharing the risk with another party or parties; and retaining the risk by informed decision (ISO Guide 73:2009 Risk management – Vocabulary).</td>
</tr>
<tr>
<td><strong>Serious disruption</strong></td>
<td>Serious disruption means: • loss of human life, or illness or injury to humans; • widespread or severe property loss or damage; or • widespread or severe damage to the environment (Disaster Management Act 2003).</td>
</tr>
<tr>
<td><strong>Stand down</strong></td>
<td>Transition from responding to an event back to normal core business and/or recovery operations. There is no longer a requirement to respond to the event and the threat is no longer present.</td>
</tr>
<tr>
<td><strong>Stand up</strong></td>
<td>The operational state following “lean forward” whereby resources are mobilised, personnel are activated and operational activities commenced. Disaster coordination centres are activated.</td>
</tr>
<tr>
<td><strong>State Disaster Coordinator</strong></td>
<td>A person appointed under the Disaster Management Act 2003 who is responsible for the coordination of disaster response operations for the State Disaster Management Group.</td>
</tr>
<tr>
<td><strong>State Disaster Management Plan</strong></td>
<td>A planning tool for disaster managers which provides an overview of Queensland’s disaster management arrangements, including agency roles and responsibilities.</td>
</tr>
<tr>
<td><strong>State Recovery Coordinator</strong></td>
<td>A person appointed under the Disaster Management Act 2003 who is responsible for the coordination of disaster recovery operations for the State Disaster Management Group.</td>
</tr>
<tr>
<td><strong>Vulnerability</strong></td>
<td>The conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards (National Emergency Risk Assessment Guidelines).</td>
</tr>
</tbody>
</table>
Appendix 3: Reading and References

- Disaster Management Act 2003
  Available http://www.legislation.qld.gov.au

- Disaster Management Strategic Policy Framework
- Queensland State Disaster Management Plan
- District Disaster Management Guidelines
- Queensland Emergency Alert Guidelines
- Guidelines for the Standard Emergency Warning Signal (SEWS) and its use in Queensland
- A Guide to Disaster Risk Management in Queensland Aboriginal and Torres Strait Islander Communities
- State of Queensland Multi-Agency Response Plan to Chemical, Biological, Radiological Incidents
- National Storm Tide Mapping Model for Emergency Response
- Queensland Tsunami Notification Guidelines
- Queensland Evacuation Guidelines for Disaster Management Groups
- Queensland Resupply Guidelines
- Queensland Recovery Guidelines
- Nuclear Powered Warship Visits to the Port of Brisbane
- Nuclear Powered Warship Visits to the Port of Gladstone
- National Storm Tide Mapping Model for Emergency Response Project Report
- State of Queensland Multi-Agency Response Plan to Chemical, Biological, Radiological incidents
- Queensland Government Arrangements for Coordinating Public Information in a Crisis
- Queensland Disaster Relief and Recovery Arrangements Guidelines
- National Emergency Risk Assessment Guidelines
  Available http://www.disaster.qld.gov.au

- State Planning Policy 1/03: Mitigating the Adverse Impacts of Flood, Bushfire and Landslide
- National Strategy for Disaster Resilience: Building our nation’s resilience to disasters

- Queensland Floods Commission of Inquiry Interim Report
- Queensland Floods Commission of Inquiry Final Report
Queensland Local Disaster Management Guidelines

- Disaster Management Guideline – Mitigating the adverse impacts of cyclones: Evacuation and shelter
- Disaster Management Guideline – Design Guidelines for Queensland Public Cyclone Shelters
- Register of external building envelope debris resistant materials
- Information on Queensland public cyclone shelters

Available http://www.hpw.qld.gov.au

- Queensland Pandemic Influenza Plan 2009
- Pandemic influenza fact sheets for businesses
- Pandemic Influenza: Guide for Queensland Government Agencies
- Disaster Readiness Update November 2011
- Queensland Floods Commission of Inquiry government responses


- Queensland Reconstruction Authority reports, land use planning, reconstruction planning, resilience and rebuilding, and NDRRA documentation
  Available http://qldreconstruction.org.au


- Emergency Management Australia Australian Emergency Management Handbook series
- Emergency Management Australia Australian Emergency Management Manuals Principles and Reference series
- Emergency Management Australia Skills for Emergency Services Personnel series

Available http://www.em.gov.au

- Disaster Risk Management: A how to guide for local governments

Available on the DM Portal

Further resources are available at:

- Australian Bureau of Meteorology http://www.bom.gov.au
- Queensland Department of Natural Resources and Mines http://www.dnrm.qld.gov.au
- Queensland Department of Communities http://www.communities.qld.gov.au/communityservices
Queensland Local Disaster Management Guidelines

- Queensland Department of Environment and Heritage Protection http://www.ehp.qld.gov.au
- Queensland Department of Local Government and Planning http://dlgp.qld.gov.au
- Queensland Department of Transport and Main Roads http://tmr.qld.gov.au
- Queensland Health http://www.health.qld.gov.au
- Queensland Police Service http://www.police.qld.gov.au
- Local Government Association of Queensland http://www.lgaq.asn.au
- Australian Red Cross http://www.redcross.org.au
- RSPCA Queensland www.rspcaqld.org.au
Appendix 4: Supplementary Legislation

- Aboriginal and Torres Strait Islander and other Communities (Justice, Land Matters) Act 1984
- Acts Interpretation Act 1954
- Agricultural Chemicals Distribution Control Act 1966
- Ambulance Service Act 1991
- Animal Care and Protection Act 2001
- Chemical Usage (Agricultural and Veterinary) Control Act 1988
- Coastal Protection and Management Act 1995
- Criminal Code Act 1899
- Dangerous Goods Safety Management Act 2001
- Environmental Protection Act 1994
- Exotic Diseases in Animals Act 1981
- Explosives Act 1999
- Fire and Rescue Service Act 1990
- Gas Supply Act 2003
- Health Act 1937
- Information Privacy Act 2009
- Land Act 1994
- Liquid Fuel Supply Act 1984
- Local Government Act 2009
- Major Sports Facilities Act 2001
- Marine Parks Act 2004
- Marine Parks (Great Barrier Reef Coast) Zoning Plan 2004
- Native Title (Queensland) Act 1993
- Nature Conservation Act 1992
- Petroleum Act 1923
- Public Records Act 2002
- Public Safety Preservation Act 1986
- Police Powers and Responsibilities Act 2000
- Right to Information Act 2009
- Terrorism (Commonwealth Powers) Act 2002
- Water Act 2000

There may also be other legislation that is only relevant to your local government area and/or is specific only to certain times of the year that may also need to be considered.